



## TO THE READER

**K**INDLY use this book very carefully. If the book is disfigured or marked or written on while in your possession the book will have to be replaced by a new copy or paid for. In case the book be a volume of set of which single volumes are not available the price of the whole set will be realized.

Checked

1976, 8/25

# AMARSINGH COLLEGE



## Library

Class No. 332.1

Book No. G 42 1

Acc. No. 5183 ✓





Comod  
41-23 195.

# AN INTRODUCTION TO BANKING PRINCIPLES, PRACTICE & LAW

BIMAL C. GHOSE

B.Sc. (Econ) (Lond), B.Com. (Lond)



HUMPHREY MILFORD  
OXFORD UNIVERSITY PRESS

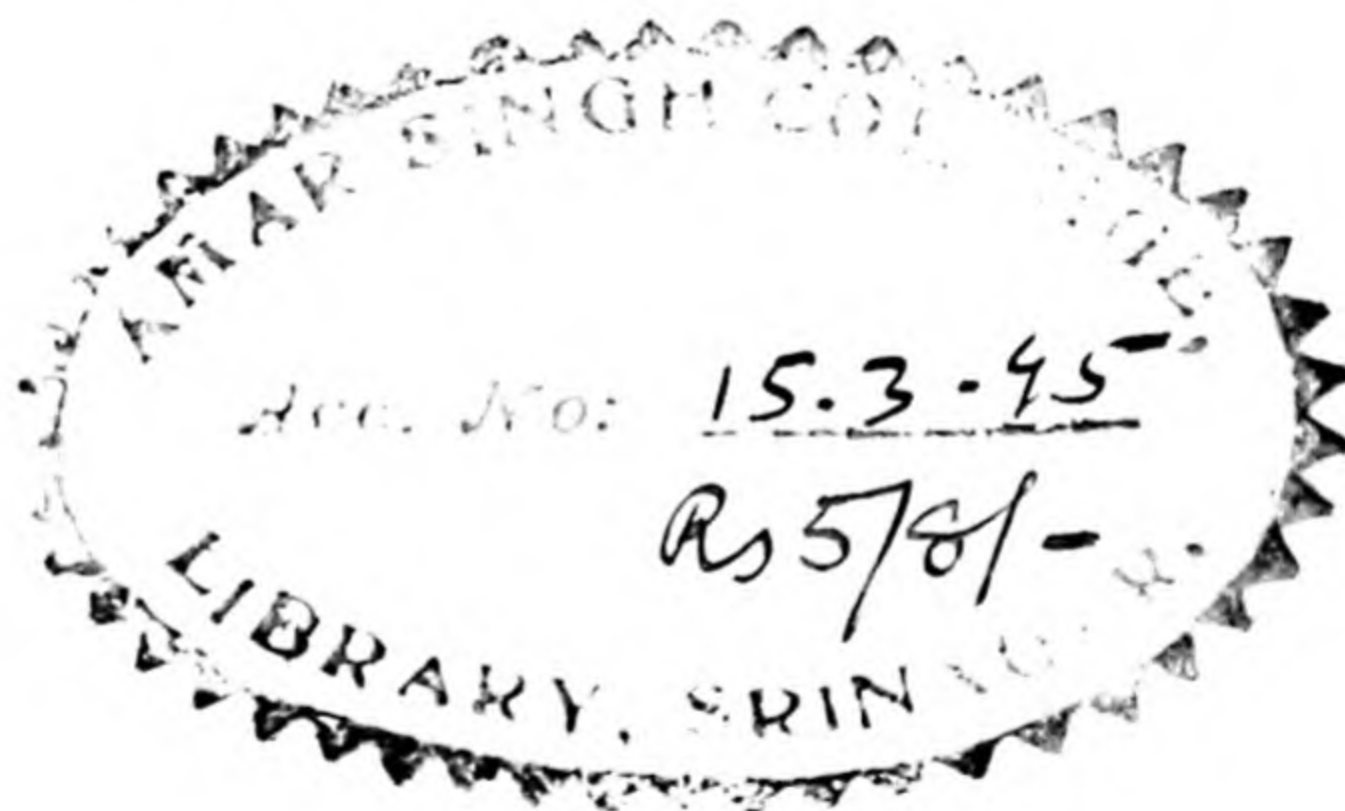
OXFORD UNIVERSITY PRESS  
AMEN HOUSE, LONDON, E.C. 4  
EDINBURGH GLASGOW NEW YORK  
TORONTO MELBOURNE CAPETOWN  
BOMBAY CALCUTTA MADRAS  
HUMPHREY MILFORD  
PUBLISHER TO THE  
UNIVERSITY

BY THE SAME AUTHOR  
A STUDY OF THE INDIAN MONEY MARKET

*A. S. College*

*First published 1944*

*acc 5183*



Printed in British India  
By A. Mukherjee, at the Art Press, 20, British Indian  
Street, Calcutta and published by Humphrey Milford,  
Oxford University Press, Calcutta

## PREFACE

I HAVE attempted in this book a fairly complete introduction to the principles and practice of banking. The book is intended primarily as a text-book for B. Com. students. I do not know of any single book on 'Banking' which adequately satisfies the requirements of the B. Com. syllabus of most Indian universities. This syllabus is fairly wide and usually covers not only the general principles of banking, but also Indian banking and the money market of India and the monetary systems of important foreign countries as well as banking law and practice. Another handicap for Indian students which I have noticed while lecturing to them in the B. Com. classes is the absence of a text-book which illustrates banking theory or practice by reference to Indian conditions. Practically all our text-books are either British or American, and they naturally refer for illustration of any point to conditions in Britain or the U. S. A. In this book, I have attempted to explain banking theory and practice by reference to Indian conditions as well.

This book is divided into four parts, namely, general banking principles, the monetary systems of the U. K., the U. S. A., France and Germany, Indian banking and the money market of India, and banking practice and law. I have thus covered a very wide range of subjects in a short compass, and this has of necessity involved a considerable amount of compression. This, I hope, will not detract from the value of this study as a general exposition of the principles and practice of banking. I should also like to emphasize that this book, as its title implies, provides only an introduction to the subject, and readers should follow up their study by reference to standard works on the various subjects dealt with in this book.

This book is essentially one of exposition and not of research. In writing it, I have freely consulted and borrowed ideas from existing literature on the subject. For the convenience of readers, I have added at the end of the book a short bibliography.

Although primarily meant for B. Com. students, this book will, I hope, be found useful for students preparing themselves for the Indian Institute of Bankers' examination as well as for the general reader.

B. C. G.



# CONTENTS


	PAGE
PREFACE	v
I. MONEY AND BANKING	3
II. TYPES AND CLASSES OF BANKS	10
III. FUNCTIONS AND SERVICES OF A BANK	16
IV. THE BANK STATEMENT	24
V. INVESTMENT POLICY	30
VI. BANK ASSETS	37
VII. BANKING STRUCTURE	50
VIII. CENTRAL BANKING	59
IX. CENTRAL BANKS AND CONTROL OF MONETARY SUPPLY	67
X. REGULATION OF BANKING	82
XI. CLEARING	95
XII. THE MONEY MARKET	99
XIII. THE MONETARY SYSTEM OF GREAT BRITAIN	111
XIV. THE MONETARY SYSTEM OF THE U.S.A.	135
XV. THE MONETARY SYSTEM OF FRANCE	151
XVI. THE MONETARY SYSTEM OF GERMANY	171
XVII. THE INDIAN MONEY MARKET: ITS CONSTITUENTS	191
XVIII. THE INDIAN MONEY MARKET: ITS CONSTITUENTS ( <i>continued</i> )	203
XIX. THE INDIAN MONEY MARKET: ITS CONSTITUENTS ( <i>continued</i> )	215



	PAGE
XX. THE RESERVE BANK AND THE MONEY MARKET                   ...                   ...	230
XXI. AGRICULTURAL FINANCE                   ...                   ...	241
XXII. WAR AND THE INDIAN MONEY MARKET   ...                   ...	257
XXIII. BANKER AND CUSTOMER                   ...                   ...	281
XXIV. ACCOUNTS OF CUSTOMERS                   ...                   ...	295
XXV. BILLS OF EXCHANGE                   ...                   ...	303
XXVI. CHEQUES                   ...                   ...                   ...	310
XXVII. INDORSEMENT                   ...                   ...                   ...	318
XXVIII. THE PAYING & THE COLLECTING BANKER	325
XXIX. ADVANCES AGAINST SECURITIES                   ...                   ...	336
BIBLIOGRAPHY                   ...                   ...                   ...	355
INDEX                   ...                   ...                   ...	357

PART I  
GENERAL BANKING PRINCIPLES





## CHAPTER I

### MONEY AND BANKING

MONEY and banking, observes Professor Marshall, is the 'centre around which all economic science clusters'. In truth, it need hardly be emphasized that the efficient working of the economic mechanism is impossible in the absence of satisfactory monetary arrangements.

In any economic system, money subserves two principal functions—the function of acting as a medium of exchange and the function of acting as a standard of value or, as is sometimes stated, as a common denominator of value. There is yet another function of money, namely, that of acting as a store of value ; and this function may at times become of great importance.

A common denominator of value or an instrument of comparison is essential in a modern society in view of the great variety of products and services that is offered in the market for sale, and which competes for the attention of the consumers as a whole. It would be impossible, given the complexity of the productive processes of modern societies and the multitude of choices open to individuals, to compare alternatives, unless comparison were made easy. Money provides such a method of comparison. It is necessary, further, that there should be something which has a physical embodiment, that is, a medium of exchange, so that it can pass from hand to hand in exchange for goods and services. The common denominator thus physically embodied is known as currency.

Every modern community must provide its citizens with an adequate supply of media of payment. This may be



done through the issue of token coins and paper money or notes. The issuing authority may be the government, the central bank or some other institution. In most countries, token coins are issued by the governments and currency notes by central banks. There is, however, no uniformity of practice in all countries and the conditions governing the issue of notes vary in different countries.

The provision of currency solely in the shape of coins and notes can no longer meet the monetary requirements of modern society. Coins and notes have been supplemented by the employment of the cheque or instruments analogous to it. Such instruments can be drawn only on financial institutions of the nature of banks and on condition that the drawer has a right to draw, which usually means the possession of a bank balance subject to cheque. Such a balance can be obtained either by saving out of income or by a loan from the bank itself.

There is thus an intimate association between the banking system and the monetary mechanism. In certain countries, the banking system provides part of the ordinary circulating medium in the shape of bank notes. Historically the right of note issue and the practice of banking were intimately linked together. In modern times, when notes are issued by banks at all, they are the concern of a particular type of bank known as the central bank. The right of issuing notes is no longer regarded as part of the specific functions of the commercial banking system.

The real functions of the commercial banking system begin with the facilities it offers to the public for the safe custody of its money. When an individual's current income is larger than his current expenditure, he has a cash balance, the safeguarding of which becomes an important problem. The larger the cash balances, whether of individuals, corpora-

tions or public agencies, the more acute is this problem. Banks and financial institutions relieve the public of great anxiety by receiving such balances for safe custody withdrawable on demand or on conditions mutually agreed upon. In the seventeenth century in England, when the goldsmiths functioned as bankers, they used to charge a commission for the safe custody of money deposited with them by customers. But experience soon showed that only a small proportion of the funds so deposited was required to meet current withdrawals. The balance of the funds could be lent out at interest. As this proved a profitable business, the more enterprising among the goldsmiths began to offer interest as an inducement for depositing money with them. The interest so offered was, of course, lower than the rate charged for loans. It is on the same principle that banks are able to pay interest on money deposited with them. Experience has shown that under normal conditions, when there is no reason to distrust the monetary policy of the country or the soundness of its banking administration, only a small proportion of the deposits placed with banks is liable to be withdrawn. The banker is therefore in a position to advance a large proportion of the funds entrusted to him to those who can pay for the temporary use of this money.

This ability to loan a considerable portion of the funds entrusted to bankers by their depositors invests these institutions with a peculiar trait of far-reaching significance in the economic system. As Sayers<sup>1</sup> observes, 'banks are not merely purveyors of money, but also, in an important sense, manufacturers of money'. As manufacturers of money, banks naturally influence the volume of purchasing power in the hands of the public, and therefore the price level.

<sup>1</sup> *Modern Banking*, p. 1.



Let us examine for a moment the way in which a bank is enabled to manufacture money. It has already been explained that a banker need not keep in his vaults all the cash that he receives on deposit, but is able to loan a considerable portion of it. When a borrower has convinced his banker of his credit-worthiness and has persuaded the banker to lend him, say, one thousand rupees, either of two things may happen. He may take out the proceeds of his loan in cash, in which case the banker's total deposit will remain the same, while cash assets will decline and other assets will increase. The banker will have changed a cash for a non-cash asset. Alternatively, instead of taking out the loan in cash, the borrower may leave the amount in deposit with the banker. This would swell the bank's deposits as a whole, leave its cash unaffected, and add to the non-cash assets an amount equal to the amount of the loan. The same consequence would follow if, instead of granting a loan, the bank were to purchase securities with its own money. The seller would receive a cheque from the bank in payment of the securities, and might either draw out cash or leave the proceeds of the cheque in deposit with the bank. When the borrower of a loan or seller of securities does not draw out cash from the bank, but leaves the proceeds in deposit with the bank, he helps to swell its deposits. This is what is understood by the old banking maxim: 'loans create deposits'. In fact, the large increase in banking deposits in this or any other country in recent times is mainly the result of loans granted and securities purchased by banks.

Although bank loans may, and in fact do, help to expand deposits, it should not be supposed that banks are unfettered in their powers of increasing the total of bank deposits, that is, in 'creating credit'. It is obvious that the money

a bank 'creates' or 'manufactures' is its liability. It is liable to pay it in cash. The banker's ability to 'create' money depends upon the fact that he is not called upon to meet all his liabilities in cash. But his depositors will require some amount of cash, which he will have to pay out. The public requires a certain amount of hard cash for its daily transactions, which it will draw from banks. Thus, the banks are obliged to keep themselves supplied with a certain proportion of the cash entrusted to them by their depositors in order to be able to meet their demand for cash. - The cash reserve that they have to maintain, whatever may be its size, thus imposes a limitation on their power to 'create' money at will. The nature of the limitation will naturally depend upon the magnitude of the cash reserve that they consider it safe and prudent to maintain. In Great Britain, for example, experience has shown that banks should not let their cash reserve fall below 9 or 10 per cent of their total deposits. In India, a larger cash reserve should be considered necessary inasmuch as the cheque habit is not so developed in this country as in Great Britain. Indian banks in fact maintain a cash of between 10 and 15 per cent. If, again, the public in any country holds a larger proportion of available cash in its own hands, the amount of cash that will find its way to the banks will be smaller with the result that the banks' ability to expand credit will be correspondingly reduced. Thus, the total bank deposits may be said to depend on three things, namely:

- (a) the total amount of cash in the country,
- (b) the amount of cash which the public wishes to hold,
- (c) the minimum percentage of cash to deposits which the banks consider safe.

There is yet another limitation on the banker's power to



'create' credit, the availability of sound assets. The banker does not create money out of thin air. He merely exchanges his I. O. U.'s in the shape of bank deposits with a right to draw cheques for certain forms of assets, for example, securities, buildings or bills of exchange. Even when a loan is granted without any tangible security, for example, against the personal security of the borrower, it is the earning capacity of the borrower, which is a form of wealth, that constitutes the security. Thus, what the banker does is to transmute other forms of wealth into money. The banker 'takes the immobile wealth as his asset and gives his I. O. U. (which is money) in exchange. This is the very essence of the banker's business'<sup>1</sup>.

It is, however, often contended that banks do not create money. They simply lend money entrusted to them by their depositors. Bankers argue that even if a bank granting a loan of Rs 1,000/- has to maintain a cash reserve of only Rs 100/- or Rs 150/-, it will be losing cash to other banks in the locality in view of the fact that cheques drawn upon it in respect of the loan granted will in all probability be deposited with these other banks. But this argument overlooks two facts: one theoretical and the other practical. In the first place, if the bank granting a loan loses cash to other banks, these other banks will have their cash increased. This will enable them to increase their deposits, that is, to create credit, and our original bank will in all probability receive some portion of the cash it lost to the other banks. Further, if the extra cash of Rs 100/- or Rs 150/- on the basis of which our original bank expanded its deposit by Rs 1,000/-, has come from outside the banking system, for example, by the importation of gold, there will be additional cash to the value of this amount in the banking

<sup>1</sup> Crowther: *An Outline of Money*, p. 47.

system, and the process of deposit expansion will continue until Rs 1,000 worth of extra deposit has been created. In the second place it is an actual fact that the deposits of banks are many times their cash reserves. Thus, on June 27, 1941, the deposit and time liabilities, that is, the total deposit of all scheduled banks in India and Burma amounted to Rs 251,70 lakhs while their cash in hand amounted to Rs 11,02 lakhs and the balances with the Reserve Bank of India to Rs 20,30 lakhs ; that is, the total cash reserve added up to Rs 31,32 lakhs. Thus, the total deposits of these banks as on this date were over eight times their cash reserves. There can, therefore, be no doubt that banks can and do create money. But there is a practical limit set upon their power to do so by the amount of cash available, and the proportion they have to maintain as a reserve.



## CHAPTER II

### TYPES AND CLASSES OF BANKS

#### DIFFICULTIES OF CLASSIFICATION

A CLASSIFICATION of financial institutions presents many difficulties. For one thing, there can be no uniform classification of such institutions applicable to all countries. Economic conditions, and therefore financial needs, differ from country to country. Financial organizations, which are conditioned by the general economic structure of the country concerned must also vary from one country to another. For another, the grouping and content of financial institutions within the same country is undergoing rapid changes from time to time. There is often an extension in the range of activities of financial organizations. Thus large banks today may sometimes be appropriately described as 'department stores of finance' inasmuch as they engage in different combinations or classes of banking business. If, therefore, a simple classification of banking institutions according to function is attempted, it should be borne in mind that it may not strictly conform to realities. In actual practice, a bank may engage in one or more of these functions. Nevertheless, a functional classification of banking organizations will help an understanding of their nature. Moreover, what is being attempted is a grouping based on function, rather than on structure ; that is, what is done rather than who does it.

#### COMMERCIAL AND INVESTMENT OR INDUSTRIAL BANKING

The main purpose of a financial system is to accumulate and utilize to the best advantage the community's savings.

On the one hand, it is a mechanism for the pooling of the savings of the community. On the other, it is a mechanism for supplying the financial needs of modern business. These needs may be for a shorter or a longer period. Corresponding to this distinction in time in regard to capital requirement of modern business arises the most important division of banking institutions into commercial and investment or industrial banks to provide for the short-period and long-period financial needs respectively of modern business.

Both commercial and investment banks play a distinctive rôle in the productive process. By supplying capital for short periods, commercial banks bridge the gap in time that often exists between the production of finished goods and the payment of their purchase price. Investment banking, on the other hand, is concerned with the provision of the relatively permanent funds of business undertakings. They are thus in a position to influence the directions in which new capital should be applied.

It is interesting to observe that, although commercial banks are a permanent and universal feature of the financial system in every country, separate investment or industrial banks do not exist in all countries. Great Britain, for example, possesses no investment banks worth the name. Long-term capital needs of industries are raised largely by public subscription or are supplied by other institutions such as issue houses or finance companies. Japan, however, established in 1902 a special institution for the financing of industries entitled the Industrial Bank of Japan. Certain countries, again, have a system of what is known as mixed banking ; that is, the commercial banks also fulfil industrial banking functions. Such a practice obtains in Germany, Austria, Switzerland and Italy. In these countries, commercial banks also undertake industrial financing.



### CO-OPERATIVE AND LAND-MORTGAGE BANKS

Commercial and investment or industrial banks generally supply the financial needs of industries. Their functions are fulfilled in the sphere of agriculture by co-operative and land-mortgage banks respectively. In some countries, however, commercial banks supply the short-term financial needs of agriculturists as, for example, in the U. S. A., Canada, Ireland and other countries. At the same time, specialized institutions called co-operative banks have grown up in these and other countries to provide for the short-term financial requirements of agriculturists to enable them to tide over the period intervening between the sowing of crops and the receipt of their sale price. Capital required for permanent investment such as for the purchase of land, cattle or agricultural machinery is furnished by land mortgage or farm mortgage banks.

### CENTRAL BANKING

Practically all countries in the world today have an institution to which the term 'central bank' may properly be applied. In its organization and working, a central bank, like a commercial bank, may vary from one country to another. But the term is used to designate any central institution which holds the ultimate banking reserves of a country and which, in addition, formulates its policies with a view to attaining the maximum benefit from the credit structure for society as a whole, rather than with a view to profit for its stockholders. In pursuance of this objective, a central bank will have to control commercial banks so as to promote the general monetary policy of the state. Another fact which distinguishes a central from a commercial bank is that the former does not, as the latter does, exist to make the maximum of profits for its shareholders. To a

central bank, the maintenance of the general economic stability of the country rather than profits is the prime consideration.

### SAVINGS BANKING

By savings banking, as distinguished from commercial banking, is meant the deposit of funds not subject to withdrawal on demand, but ordinarily payable on notice of shorter or longer duration. As savings banks are considered to attract the savings of small savers in particular, special restrictions exist in most countries for the control of their business. Practically all countries possess postal savings banks, whose working is subject to some form or other of government control. Other types of savings banks exist in some countries. America, for example, had what are known as the mutual savings banks, which are quasi-mutual institutions and non-profit making in character. In Canada, apart from postal savings banks, there are Dominion Government savings banks, Provincial Government savings offices and Quebec savings banks.

The distinction between savings and commercial banks has been largely blurred today. This is due to the fact that commercial banks have been increasingly attracting savings deposits. They had naturally looked on with envy in the past upon the large funds disposed of by savings banks, and desired to obtain a share of this business. They have generally succeeded in their object by accepting what are called 'fixed deposits' in Great Britain and 'time deposits' in America. These deposits are often withdrawable, not on demand, but on notice of longer or shorter duration ; but in some cases, they are also withdrawable by means of cheque. When this is so, the distinction between savings and commercial banking practically disappears.



## TYPES OF BANKS IN INDIA

In India, there exist all the different classes of banks described above. At the apex of the banking structure is the Reserve Bank of India, which is a central bank. The Reserve Bank was inaugurated in 1935. Before that time, there was in India no central banking institution, as the term is usually understood. The Imperial Bank of India which was constituted by an Act of the Indian legislature, was essentially a commercial bank, although it functioned as a central bank of a sort. Under the head of commercial banks are to be included today the Imperial Bank of India and the numerous joint-stock Indian commercial banks. There is in the Indian money market another special type of bank, which is essentially commercial, but is known as the exchange bank. The exchange banks are so called because they specialize in foreign exchange business. They are all foreign banks, and their main business is, or at least was confined to the financing of the foreign trade of this country. In recent times, however, there has been some change in the business done by the exchange banks. Although they are still mainly concerned with financing the import and export trade of the country, they have also been extending their inland business. At the same time, the Indian commercial banks, which previously took absolutely no part in the foreign exchange business, have recently been developing, although to a negligible extent, this side of their business. The old exclusiveness of the exchange banks as a specialized type of institution has therefore been partially obliterated.

The Indian commercial banks including the exchange banks cater only to the short-period financial requirements of trade and industry. There are, however, no specialized

institutions for supplying the long-term needs of Indian industry. Long-term capital has to be raised either by public subscription or it is furnished by managing agents or capitalists themselves. Properly organized industrial or investment banks do not exist in this country. In Bengal, an institution entitled 'The Industrial Credit Syndicate', was established in March, 1937, to provide the long-term capital requirement of small and medium-sized industries. Unfortunately, this institution has not proved a success.

In the sphere of agriculture, money-lenders and co-operative credit societies provide the short-term and intermediate credit needs of the ryot, while the long-term finance he needs is supplied by land mortgage banks.



## CHAPTER III

### FUNCTIONS AND SERVICES OF A BANK

To describe the functions and services of a bank is to define what it is. A general definition of a bank or banking is by no means easy, for the theory and practice of banking have varied from age to age, and still vary from country to country. We shall not at this stage enter into a critical examination of the legal definition of a bank. It will suffice for our purpose here to say that a bank, *i.e.*, a commercial bank, is a corporation which accepts deposits from the public repayable on demand by cheque.

#### MAIN BANKING FUNCTIONS

The primary function of banking is to receive money from the public withdrawable on demand by the depositor. This corresponds to the usual arrangement under which *current accounts* are opened and conducted. But, in addition to receiving money on current accounts, a bank also accepts money on what are known as *deposit accounts*, under which the depositor is allowed to withdraw money on the expiration of an agreed period of notice. With English banks, the customary period of such notice is seven days, although large sums are also accepted by them on *fixed deposit* for definite periods of, say, one, two, three or six months, the right of withdrawal accruing to the customer automatically on the expiry of the agreed period of the deposit. Arising out of the function of accepting deposits from the public is that of making advances to trustworthy borrowers for legitimate purposes. These advances may take two principal forms. In the first place,

they may be made either by granting a loan of a fixed amount or an overdraft on a current account up to a certain maximum figure. In the second place, they may be allowed by discounting bills of exchange and promissory notes. In discounting bills and promissory notes, what the banker does is to buy from the holder of the instrument the right to receive the payment of the debt as expressed on the instrument at its maturity. This he does by giving the holder of the instrument its present value, that is, the holder receives from the bank the amount promised in the instrument, less the interest on that amount at an agreed rate for the time which the bill or note has still to run.

Formerly, there was yet another important function of a bank, namely, that of issuing notes. The issue of bank notes by a private commercial bank was a very profitable business inasmuch as it could meet the demands of depositors by the payment of such notes, that is, its mere promises to pay, while still retaining the money in which the deposit was originally made for the purpose of its business. The ability to issue notes was, of course, conditioned by the credit of the bank among the general public ; for, only if the public had sufficient confidence in the stability and soundness of the bank would it be willing to accept the bank's notes for settling mutual indebtednesses. It was found out in course of time, however, that the temptation to over-issue was so great that many banks had come to grief with disastrous consequences to their depositors. In fact, many of the currency troubles which England experienced during the nineteenth century were due to this cause. The English Bank Charter Act of 1844 restricted the right of note-issue by private banks, and also made provision for its gradual extinction. Today, the right of note-issue has been taken away from the commercial banks and is vested



in central banks in practically all countries of the world. In India, it is the Reserve Bank of India, our central bank, which enjoys the sole power of issuing notes. Prior to the establishment of the Reserve Bank of India in 1934, the right of note-issue was exercised by the Government of India.

Thus, of the three main functions of a bank, namely, deposit, discount and issue, the last one has become extinct. Deposit and discount, under which is also included loan, are today the principal functions of a commercial bank. They correspond to the dual rôle of a banker, namely, that of borrowing with one hand and lending with the other.

### SUPPLEMENTARY BANKING FUNCTIONS

Apart from the primary function of linking up the lender and borrower of liquid capital, a modern bank performs many other functions of considerable significance and utility to its customers and to the community generally. These functions were originally undertaken in most cases by the banker for the convenience of his clientele, but have in turn led to the profit and advantage of the banker himself. Some of these functions arise out of, while others are extraneous to the ordinary business of a bank. These supplementary functions may conveniently be grouped under two broad heads, namely,

(1) Agency services, and (2) General Utility services.

### AGENCY SERVICES

The services which a bank renders as an agent are mainly as follows:

- (a) Collection and payment of cheques, bills and promissory notes.
- (b) Execution of standing orders. A customer may leave standing instructions with his banker for

the payment of sums to various persons or institutions by debit to his account. Such orders are usually given in respect of payment of insurance premiums, subscriptions to clubs and societies, and similar payments of a regularly recurring nature. The bank may charge a small commission for the rendering of such services.

- (c) Collection of dividends or interest on stocks and shares. The customer may instruct the issuer of securities that he may hold to pay the interest or dividend that may be declared on them to his own bank. He will thus avoid the trouble of endorsing and paying in such dividend warrants. The banker usually levies a very small charge for the collection of dividend and interest on behalf of his customer.
- (d) Purchase and sale of securities. Although it is not the usual practice for a bank to advise its customer regarding investments, it will furnish him with such particulars as may be obtained from a recognized stock-broker. It will, however, undertake to purchase or sell stocks or shares on behalf of its customers. It does not levy any charge on the customer for this service, but shares with the stock-broker the commission the latter is entitled to receive.
- (e) Transfer of funds from one bank or branch to another. By arrangement, a customer can also draw cheques on a particular office of a bank and have them cashed at other offices or agencies.

CCO 5183



- (f) Acting as trustee or executor. The administration of a will or of a settlement requires specialized knowledge and a modern bank is willing, for a small fee, to undertake such complicated duties on behalf of such of its customers as may desire to nominate it in such capacities.
- (g) Acting as agent, correspondent or representative of his customers, and of other banks and financial houses at home or abroad.

#### GENERAL UTILITY SERVICES

A modern bank performs many general utility or miscellaneous services. Of these, the important ones are:

- (a) The issue of personal and commercial letters of credit. These enable the customer to profit by the superior credit of the bank. Thus, money can be promptly paid out to a customer or to his agent, and bills drawn by his creditor can be accepted by the bank or any of its branches, agencies or correspondents.
- (b) The transaction of foreign exchange business. This provides the commercial community with facilities for its dealings with foreign nationals, and is also a profitable business to the banker. In assisting foreign trade by discounting foreign bills of exchange, a bank has sometimes to arrange for the transport, insurance and warehousing of goods. A freight and insurance department is a common feature of many commercial banks. In most foreign countries, the business of foreign exchange is handled by ordinary commercial banks. In India, however, there is a group of specialized institu-

tions known as exchange banks which handle the business of foreign exchange.

- (c) Acceptance of bills of exchange on behalf of customers. This is another means whereby the banker lends his name to others for a small commission, and thus enables the customer to profit by the bank's superior credit. Thus, where a customer has a creditor willing to offer him credit but not possessing sufficient knowledge of his credit-worthiness, the bank, which should know, accepts the bill on behalf of his customer and thus enables him to obtain the desired credit.
- (d) The safe custody of valuables and securities. A bank undertakes the safe custody of valuables and important documents against theft and fire. They are kept in specially constructed strong rooms, and the bank acts as a bailee of the goods entrusted to its keeping.
- (e) Acting as a referee as to the respectability and financial standing of his customers. This is a very valuable service to businessmen for it enables them to obtain reliable and speedy information about the general standing of people with whom they have business transactions with a view to avoid incurring any loss through giving credit to persons of little or no financial worth. This information should be collected by a banker with great care, and is supplied in utmost secrecy.
- (f) Supplying trade information and statistics. Many of the big banks in advanced countries possess a separate information and statistical depart-



ment. This department collects trade and business information and statistics from the bank's various branches and agencies, both at home and abroad. Such information is placed at the disposal of its customers. Sometimes the bank publishes a monthly review which contains economic and financial information and statistics of great utility to the commercial community.

It will thus be seen that a bank renders many valuable services to the public as well as to the trade and industry of a country. Its most important service is that it pools together the scattered savings of a community and makes them available to those who need funds for productive purposes. The ease with which money can be obtained from banks by businessmen acts as a stimulus to productive enterprise. They are also benefited by the advice and information which banks are always ready to place at their disposal. By the choice they exercise as to the persons who will be offered financial assistance and accommodation, banks are in a position to influence the directions into which the capital of a country will flow. Further, it has been aptly said that the existence of a sound and competitive banking system is in itself an encouragement to saving, thrift and economy for even the small investor is made to appreciate the facilities of safe investment which a bank provides, and is thus imbued with a feeling of security.

In Gilbert's words<sup>1</sup>, bankers act as 'public conservators of the commercial virtues'. In their own interest 'they encourage the industrious, the prudent, the punctual and the honest—while they discountenance the spendthrift and

<sup>1</sup> *The History, Principles and Practice of Banking*. Vol. I, pp. 226-7.

the gambler, the liar and the knave. They hold out inducements to uprightness, which are not disregarded by even the most abandoned. There is many a man who would be deterred from dishonesty by the frown of a banker, though he might care but little for the admonitions of a bishop'. It is therefore no exaggeration to say that a country having a sound and efficient banking system is possessed of one of the essential foundations of prosperity.

## CHAPTER IV

### THE BANK STATEMENT

A BANK statement is a balance-sheet that depicts the condition of the particular bank at a given moment. It portrays the results of the bank's operations at that time. The balance-sheet may also be regarded as indicating the ways in which the bank raises its funds and the ways in which it uses them.

Unfortunately, there is no common form for the presentation of a bank's statement. In England, the larger joint-stock banks have virtually agreed upon some form for their statements. In America, the fact that law enjoins banks to submit regular reports in respect of certain items has imparted some amount of uniformity to their periodical statements. In India, the information that is revealed in the balance sheets of banks is presented in diverse forms, and consequently a helpful comparative study is rendered very difficult. Yet, the nature of banking business is such that it is possible to draw up some form of a common balance sheet for all banks, although the items mentioned may not be of a nature as to offer detailed information about the operations of individual banks.

A common balance-sheet will contain the following main items:—

LIABILITIES		ASSETS	
CAPITAL		Cash and balances with other banks	
Authorized	...	including the Reserve Bank	...
Subscribed	...	Money at call and short notice	...
Paid-up	...	Bills discounted and purchased	...
Reserve fund	...	Investments	...
Current, deposit and other accounts	...	Loans and advances to customers	...
Liabilities for acceptances, endorsements, etc.	...	Liabilities of customers for acceptances, endorsements, etc.	...
	...	Bank premises and other fixed accounts	...



In examining this balance-sheet, we shall begin with the left hand or liabilities side. This side represents the sources from which the banker derives his funds for employment in his business as lender of capital.

*Capital.*—The authorized capital is the maximum amount which the bank is permitted to issue under its Memorandum of Association. The subscribed capital is what has actually been issued and subscribed for. The difference between the authorized and the subscribed capital is the margin which the banker could obtain by issuing the balance of his authorized capital. Paid-up capital represents the amount invested in the bank by its share-holders. It is the actual cash capital of the bank. It is the general practice for banks to issue shares of which only a portion of the nominal amount of each share is paid in cash. The balance not called up per share or the 'uncalled liability' on each share continues to be a liability on each shareholder and is an additional margin of safety for depositors and creditors of banks. There is no uniform practice among banks with regard to the proportion of their unpaid capital to the amount paid up. Many banks in this country have called up only fifty per cent of the nominal value of their share capital. Although the balance of fifty per cent is a reserve liability of share-holders, it is generally known that no big or established bank calls up its unpaid capital, so that its magnitude has ceased to exert any appreciable influence on the credit of the bank. Many English banks hold some part of their unpaid capital in the form of 'Reserve Capital', which may be called up by the directors only in the event of the liquidation of the bank.

*Reserve Fund.*—The Reserve Fund is an accumulation in the hands of a bank of sums allocated from its profits over



a period of years. It is usually invested in first class securities. The Reserve Fund should be distinguished from the uncalled or reserve liability on subscribed capital, or from 'Reserve Capital' as explained above. The Reserve Fund is not subscribed by the shareholders, but is built up from profits. The paid-up capital and the reserve fund constitute the working capital of a bank. In the event of heavy losses, a bank may draw upon its Reserve Fund. The Fund thus operates as an additional safeguard for the bank's customers, but it belongs to the shareholders and may be utilized to issue to them shares on bonus terms or to equalize dividends from year to year.

In addition to the published Reserve Fund, many banks provide out of profits 'secret reserves' which are not shown in the balance sheet. Such secret reserves lend additional safety to the bank's position. They are generally hidden by the undervaluation of assets. For example, the appreciation in the value of the bank's securities may not be taken account of, or premises may be given a value in the balance-sheet much below their market price. These reserves may be utilized, if necessary, for meeting exceptional losses as in times of acute economic depression.

*Current, Deposit and other Accounts.*—These items represent the liabilities of the bank to its depositors. They are the largest single item on the liabilities side. It is in effect the bank's business so to invest these amounts as will enable it to earn a fair dividend for its shareholders without in any way endangering the safety of the money entrusted to it by its depositors.

The bank receives money on current or deposit accounts. Money deposited in current accounts is withdrawable on demand, while money left in deposit accounts is withdrawable after the expiry of a fixed period or certain agreed

period of notice. The latter corresponds to the 'fixed deposit' accounts of Indian banks. In addition, our banks receive money in savings accounts. The sums are either returnable after an agreed notice, or withdrawable by cheque only once or twice a week, and sometimes a maximum figure up to which sums are withdrawable at a time is fixed. The ratio between the money left on current and on deposit accounts shows considerable variation from time to time. In times of depression, the ratio of deposit accounts to current accounts generally rises, while the reverse is true during periods of prosperity.

The item 'other accounts' includes credit balances in the bank's ledgers, such as balances standing to the credit of Unclaimed Dividend or Unclaimed Interest account.

*Liabilities for Acceptances, Endorsements, etc.*—This item represents the liabilities of the bank in respect of bills of exchange it has accepted or endorsed for the accommodation of its customers. It also includes the bank's contingent liability in respect of confirmed credits, forward exchange contracts, guarantees and other engagements entered into by the bank on behalf of its customers. All these obligations the bank has to honour, even though its customers should fail to recompense the bank for such payments. The customers are, however, liable to recoup the bank for such payments made or loss incurred therewith, and the total amount is 'offset' by a corresponding item on the other side of the balance-sheet.

### ASSETS OF A BANK

The right hand side of the Balance Sheet gives a picture of how money that is entrusted to a bank by its depositors and shareholders is employed. Successful banking depends upon the ability of the management to distribute judiciously



its funds among the various kinds of investments known as assets. A broad division of assets may be made into two principal categories, namely, (i) liquid assets such as cash or other assets easily and readily convertible into cash, and (ii) comparatively less liquid assets such as investments in first class securities and in loans and advances to customers.

The assets of a bank are usually arranged in a balance-sheet in order of liquidity, the most liquid assets appearing first. Thus, the item 'cash', which is most liquid, comes first, while the item 'fixed and permanent fixtures', which are least easily convertible into cash, appears last in a balance-sheet.

The items on the assets side beginning from 'Cash and balances with other banks and Reserve Bank', to 'Loans and advances to customers' will be explained fully in a subsequent chapter. At this stage, therefore, we need not dilate on these items.

The item 'Liabilities of Customers for Acceptances, Endorsements, etc.' is a contra entry to the similar item on the liabilities side. It represents the total dues of the bank's customers in respect of obligations which the bank has accepted on their behalf. These two items on the assets and liabilities sides therefore cancel each other.

Bank premises and other permanent fixtures represent the fixed investments or the least liquid assets of the bank. They cannot be easily realized in case of emergency. It is, however, the practice of banks to allow for 'annual depreciation in respect of the value of these items so that, in actual fact, the real value of land, buildings and other permanent fixtures owned by a bank far exceeds their book value.



## ANALYSIS OF THE BANK STATEMENT

In examining the balance-sheet of a bank, the main points that need be considered are its profitability, safety and the nature of its business. Thus, according to Steiner,<sup>1</sup> this analysis considers the following leading features:

- A. Profitableness as indicated by:
  - (a) Earnings as shown by dividend record and growth of surplus and undivided profits.
  - (b) Deposits in relation to stockholders' investments.
- B. Safety and liquidity, as indicated by:
  - (a) Deposits in relation to stockholders' investments.  
To the latter some add reserves.
  - (b) Loans and investments in relation to deposits.
  - (c) Reserve position.
- C. Nature of business, as indicated by:
  - (a) Loans in relation to deposits.
  - (b) Investments in relation to deposits.
  - (c) All other loans in relation to total loans and investments.

No hard and fast rules in regard to these criteria may be laid down for all banks. In judging an individual bank, what should be considered is how its position with regard to the criteria mentioned above compares with that of the aggregate position of all banks or of the best banks in the locality. Another criterion which should also be considered is the average rate of interest paid on deposits, which is indicated by the relation of the amount paid out as interest to the total deposits of the bank. The lower this rate is, the better the bank. Again, the lower the average rate of interest earned on its invested funds, the better the bank ; for it is an indication of the better quality of its assets from the standpoint of safety and liquidity.

<sup>1</sup> *Money and Banking*, p. 260.

## CHAPTER V

### INVESTMENT POLICY

BEFORE we examine and elucidate the assets side of a bank's statement, item by item, a few words may be said by way of explaining the general investment policy of a commercial bank. It is universally recognized that the most important problem in banking administration is that of investing its deposits and paid-up capital in various forms of earning assets. This is also known as the portfolio policy ; the bank's portfolio being nothing but an arranged and digested scheme of its assets.

#### ELEMENTS IN INVESTMENT POLICY

There is no universal investment policy applicable to banks. The local situation or the conditions in which a bank has to operate, must necessarily have an important bearing upon a bank's portfolio policy. Thus, the nature and availability of deposits as well as of assets differ not only from country to country, but also from region to region within the same country. Conditions in India, for example, largely differ from those in England. Neither the cheque habit nor the commercial bill habit is so prevalent in India as in England. Within a country again, banks in rural areas face a problem materially different from that faced by banks in urban and industrial areas. In rural areas, demand for loans is usually less liquid and less diversified as the main occupation of the people is agriculture. All these differences naturally have their influence on portfolio policy.

Apart from such limitations as local conditions impose, a bank has some discretion in choosing its assets. Its guid-



ing considerations are, however, yield, safety and liquidity. In the first place, as a business institution, a commercial bank aims at securing maximum profits. In this, it differs from a central bank, which even though privately owned, seeks to serve broad national interests. In the second place, since the bank's funds belong mainly to depositors, it cannot afford to lose them by assuming large or unnecessary risks in its investment policy. In the third place, since most bank deposits are withdrawable on demand, it must maintain a sufficient degree of liquidity in its assets. Such assets may be cash, or other readily realizable assets.

From the point of view of banking business, these three attributes have a close inter-relation. It has been stated that as a business, the primary object of banking is to earn as much profit as possible for its shareholders. Since, however, profits are earned on assets which are obtained by exchanging funds left with a bank by its depositors, it is essential that a bank must enjoy their fullest confidence. This confidence is dependent upon the ability of a bank to meet readily the demands for cash made upon it by its customers. This ability to offer cash in exchange for bank deposits is referred to by bankers as liquidity.

The concept of liquidity has a twofold significance. On the one hand, it means a quality in the assets which enables them to be readily realized in cash. This amounts to saying that they are easily saleable or readily shiftable to other persons or institutions. On the other hand, liquidity also signifies that these assets should be convertible without any loss. Thus, shiftability and absence of risk of loss are the two essential elements in the concept of liquidity. Its meaning can be further clarified by an illustration. Thus long-term government securities have a ready market. They can be sold easily in the stock market. They are therefore easily



shiftable. But there is no certainty that they will fetch when they are sold the price at which they were bought. The sale price may be higher or lower than the purchase price. If it is lower, the bank will suffer a loss, and if higher, it will earn a profit on its capital investment. Thus, assets in the shape of government securities, although perfectly shiftable, are not without risk of loss, unless, of course, the banker can wait till the maturity date of the securities when the government will redeem them at their face value. Thus, government securities cannot be regarded as the ideal form of liquid asset. In fact, the only ideally liquid asset is cash. An example of an asset which is without any risk of loss but not readily shiftable is a loan offered against the personal security of a borrower. Here, if the borrower be absolutely honest, dependable and wealthy, and if further, the risk of his premature death be covered by having an insurance policy on his life assigned to the banker, the asset will be absolutely safe. But it will not be something which can be easily sold in the market. In other words, it will not be readily shiftable.

The idea of shiftable may be examined a little further. In normal times, certain types of assets can be easily sold in the market. They are highly shiftable. But in abnormal times, for example, during a period of acute economic depression or if there should be a general run on all banks, even such assets may not be easily sold. Further, should such assets of all banks be simultaneously released in the market, their value would slump heavily. In crises like these, the central bank of the country comes to the rescue. It provides funds for the commercial banks against securities acceptable to it and thus helps to allay panic and restore normal conditions. But the central bank will lend against or discount only certain defined classes of assets known as eligible paper.

As the central bank is the lender of the last resort, its eligibility rules must have an important bearing on the concept of shiftability of a commercial bank's assets. 'The eligibility canons (the rules by which the acceptability of assets is determined) of the central banks are therefore of vital importance to the liquidity of the commercial banking system.'<sup>1</sup>

In choosing its assets a bank, as already explained, is guided by considerations of profit, safety and liquidity. Of these, safety and liquidity are more important than yield. It has been aptly said that more danger exists to a bank from striving after profits than from striving after safety. Only when safety and liquidity have been adequately ensured can yield be considered.

#### SECTIONS OF THE PORTFOLIO

A bank's funds are distributed among a variety of assets, beginning from the most liquid, cash, down to the least liquid, bank premises and other permanent assets. We may arrange these assets into the following important classes:

- (a) Primary reserve. This includes cash in vault, balances with other banks including the central bank, and items in process of clearing or collection.
- (b) Secondary reserve. This includes money at call and short notice, and bills discounted or purchased.
- (c) Investments.
- (d) Loans and advances. These may be or may not be secured by collaterals.
- (e) Facilitating or incidental assets. These include the

<sup>1</sup> Sayers: op. cit., p. 216.



bank's building and furniture and fixtures, and other real estate.

(f) Contra items, offsetting corresponding liabilities.

We shall examine the first four items in the following chapter. Items (e) and (f) have already been explained in the last chapter.

### BANKING TECHNIQUE

Since the principal business of banking is associated with the granting of credit, banking technique should be considered in relation to the provision of credit and the handling of items arising out of credit transactions. Its principal aim should be to collect information about the financial standing and business acumen and integrity of likely borrowers so as to safeguard the bank against losses in its business of extending credit, for, to offer loans and advances without proper investigation would be to invite possible losses. The main function of credit analysis is to reduce all credit risks to a minimum.

It is a commonplace assertion that a bank must ensure safety in its investment policy. Yet probably no investment is completely devoid of all risk of loss. It is true that secured investments are, as a rule, much safer than unsecured ones. But even the safety of secured investments is sometimes dependent upon the integrity of the borrower. Further, the unsecured assets of a bank are not inconsiderable, and in these cases credit analysis is of paramount importance. In some countries, unsecured loans and advances are even preferred, for example, in the U. S. A., inasmuch as they are generally required to finance current commercial transactions and are therefore more liquid and suitable for commercial banks. It may be noted that in the U. S. A., about fifty per cent of the loans made by

commercial banks is unsecured. In that country, a department for credit analysis and investigation is an essential adjunct of every good commercial bank.

### SOURCES OF CREDIT INFORMATION

A commercial bank, like any other commercial or financial institution, can utilize various sources of credit information. These sources may be classified according to the method of obtaining them as (a) internal and (b) external.<sup>1</sup>

The internal sources are:—

- (i) the customers' financial statement ;
- (ii) in case of old customers, the past history of the borrower as revealed by the bank's records ;
- (iii) personal calls by the bank's representative upon the borrower in order to inspect his place of business ;
- (iv) interviews and direct correspondence with the borrower.

The external sources are:—

- (i) other banks ;
- (ii) firms with which the borrower has been or is doing business ;
- (iii) mercantile agencies—both general and special agencies ;
- (iv) credit exchange bureaux ;
- (v) court records, newspapers and printed reports.

Of all these sources, internal and external, the most important is the borrower's financial statement. Financial statements should comprise both the balance-sheet, and the profit loss account duly certified by a registered accountant.

<sup>1</sup> See *Contemporary Banking* by Willis, Robey & Chapman, Ch. XXII.



Whenever possible, financial statements over a number of years should be obtained for this will enable the banker to judge better the progress made by the business in question. The past record of a borrower, if he is not new, will also yield valuable information for the assessment of the integrity, creditworthiness and the nature of business of the borrower.

Of the external sources, the most important are the first two. Credit information is exchanged by banks among themselves in strict confidence. This procedure substantially reduces the cost of this work and also enables a bank to find out if a customer has been borrowing from more than one bank. The services of mercantile agencies can also be utilized for supplementing the information collected by a bank from other sources. There are two classes of mercantile agencies in the U. S. A. There are, in the first place, general agencies, for example, Dun and Bradstreet, which offer information of a general nature. Secondly, there are special agencies like Bishop and Proudfoot, which devote special attention to the past records of officers and directors of the concerns under investigation. In addition, there are a few agencies specializing in particular industries, such as the Lumberman's Credit Association or Wood's Dry Goods Commercial Agency. No such mercantile agencies, however, exist in India.

## CHAPTER VI

### BANK ASSETS

#### CASH

CASH is the completely liquid form of asset and is held in hand by banks to meet the demands of their customers. Originally, it meant that which was *encaissé*, that is, put into a chest or till. Today it includes currency held in the till of a bank plus its deposits at other banks, including the central bank. In recent years, British joint-stock banks have no longer shown balances with other banks, excluding, of course, balances with the Bank of England, under the heading 'Cash'. What is usually included under cash in the balance-sheets of our commercial banks has been split up under two heads in the balance-sheets of British joint-stock banks, namely, (a) coin, notes and balances with the Bank of England ; (b) balances with, and cheques in course of collection on other banks in the U. K., Ireland and other countries. In the U. S. A., the item cash in the balance-sheets of commercial banks is usually split up under the following heads: (a) gold, silver and small coins ; (b) inland notes and balances with the Central Bank ; and (c) other items of a cash nature.

#### FACTORS GOVERNING CASH HOLDING

Cash is an asset which yields no return. As a commercial bank aims at increasing its profits as much as possible it is but natural that it would like to hold as many earning assets as possible, and reduce its cash holding to a minimum. Some amount of cash it has to hold in order to be able to carry on its business. In the first place, it requires



cash to meet the daily demands for withdrawal of deposits in lawful money. In the second place, settlements with other banks for any negative balance at the clearing house have to be made in cash, and here cash includes balances with the central bank. In the third place, a bank should also be in a position to meet unusual demands for withdrawal of deposits. Heavy demands for withdrawal of deposits can sometimes be reasonably forecast, for example, before bank holidays. A bank should have sufficient cash holding either in its vaults or with other banks to meet such unusual demands. Should, however, demands for withdrawal of deposits result from causes which cannot be reasonably forecast, a bank falls back upon what is called its secondary reserve for replenishment of its cash.

Some other factors which also have their bearing on the amount of cash a bank considers it necessary to hold may be mentioned. Firstly, it is affected by the habits of the bank's clientele as also by the economic condition of the locality. Thus, in a community where exchanges are numerous, a larger cash holding may be necessary than in a society where monetary transactions are less frequent. In the second place, the question whether the cheque habit is prevalent or not has a very important bearing on the magnitude of the cash holding. It should be evident that in a society where the banking habit is well-developed and payment by cheque prevalent, a bank will have to hold much less cash than in a community where these practices are ill-developed. Thirdly, the existence of a clearing house diminishes the amount of cash that need otherwise have to be held by a bank for in the clearing house a large number of cheques received by various banks drawn upon one another will be set off against each other, and only balances outstanding will have to be paid, not necessarily in legal tender cash,



but usually by cheques drawn upon their balances with the central bank. Fourthly, a bank with a small number of depositors with large balances will have to maintain a larger cash balance than one with numerous depositors with small accounts, for if there are only a few depositors, and especially if they belong to the same business, the bank may have to meet heavy demands for withdrawal at particular seasons. Fifthly, the amount of cash held by other banks in a locality influences the cash holding of any other bank operating in the same place. It is popularly believed that the higher the ratio of cash to deposits, the sounder the bank. If a bank in any place maintains a high cash reserve, other banks in the same locality also increase their cash balances with a view not to suffer in prestige or popularity. It may incidentally be mentioned that a high cash reserve is by itself no criterion of the soundness of a bank. The safety of a bank depends upon the soundness of its investments as a whole. Sixthly, the cash holding of a bank is also influenced by the nature of its other investments. If a bank holds a considerable proportion of its deposits in easily realizable assets, such as bills, its cash requirements will be less than if its other assets are comparatively less liquid. Thus, a comparatively higher cash holding may be an indication of a less liquid position in respect of other investments.

#### THE CASH OR RESERVE RATIO

The proportion of cash, including balances with other banks, to deposits that a bank holds is called the cash or reserve ratio. The proportion of deposits to cash or reserves may be called the deposit multiple. Thus the cash ratio and the deposit multiple are reciprocals of each other.

The usual cash ratio of commercial banks varies in different countries. It is lowest in Britain and the U.S.A.



In Britain, it varies between 9 and 10 per cent, and the figure for the U. S. A. is about the same. In India and France, it is usually between 10 and 20 per cent. The comparatively much lower cash ratio in Britain or the U. S. A. is due to a very much wider use of the cheque system in those countries than in France or India.

In some countries, commercial banks are obliged by law to maintain with the central bank a certain small percentage of their deposits as reserve. This is known as the legal or statutory reserve. Thus, in the U. S. A., different types of member banks of the Federal Reserve System are required to keep 7, 10 or 13 per cent of their demand deposits with the Federal Reserve Banks of their district. In India, scheduled banks have to maintain a reserve equivalent to 2 and 5 per cent of their demand and time deposits respectively with the Reserve Bank. In countries where the law provides for the maintenance of a statutory deposit with the central bank, commercial banks usually hold a cash balance much higher than what is provided for in the statute.

#### MONEY AT CALL AND SHORT NOTICE

After cash, funds lent to the money market are regarded as the most liquid form of asset. They have an advantage over cash in that they earn some interest. Loans to the money market may be grouped into three broad categories, namely, loans to the bill-market consisting of discount houses and bill-brokers, loans to stock-brokers and loans between banks themselves. In London, money at call and short notice is lent mainly to discount houses and bill-brokers and only partly to stock-brokers. British banks also lend for longer periods to stock-brokers, but these loans are shown in their advances. Money lent at call and short notice is repayable either on demand or at a week or two's notice.

The rate of interest earned is between  $\frac{1}{2}$  and 1 per cent, and its amount is usually about 7 per cent of the bank's deposits. This item plays a significant rôle in the working of the London money market which we shall examine in its proper place.

In New York, which does not possess a discount market comparable to that of London, call loans are usually lent on the Stock Exchange. Call loans in the New York money market usually mean loans repayable on the demand of the lender without previous notice and secured by the pledge of investment securities, that is, stocks and bonds which are usually dealt in on the New York Stock Exchange. The call rate is, of course, determined by the demand and supply of funds for this purpose. It is usually above the rediscount rate of the Federal Reserve Bank. In London, it is much below the Bank rate and is almost equal to the London banks' deposit rate. In New York, if a call loan is not repaid on the following day, the rate applicable thereafter may change from day to day. This future rate is known as the 'renewal' rate. In New York, the renewal rate is fixed by a committee of the Stock Exchange in consultation with leading bankers.

In India, there is no discount market. Further, loans to the Stock Exchanges are not in the nature of call loans, and they appear therefore under the heading of loans and advances. Call loans in India usually refer to funds lent by banks to one another. The call money market, which is confined mostly to dealings between banks, is more active in Bombay than in Calcutta. Inter-bank call money is generally arranged through brokers, although banks in need of temporary funds may also approach other banks directly. The rate of inter-bank call money varies with the state of the market. It is usually higher in the busy season than in the



slack season. There is a tendency for the rate to decline from May or June and then to rise again from November or December. The actual rate varies between  $\frac{1}{4}$  per cent and 1 per cent according to the period of the year and the demand for call funds in the market.

### BILLS DISCOUNTED AND PURCHASED

Bills discounted may be promissory notes, bills of exchange or Treasury Bills. In England, promissory notes are rare. Bills discounted by British banks consist of international trade bills, Treasury Bills and a small volume of inland bills. Sometimes a bill bears in addition to the names of the firms concerned, the name of a well-known bank or of an accepting house. Such a bill is known as a bank bill while other bills are known as trade bills. The special characteristic of a bank bill is that the bank also guarantees that the bill will be paid on the due date. In England, Treasury Bills yield about  $\frac{1}{2}$  per cent, bank bills about the same or a little more, and trade bills between 2 to  $2\frac{1}{2}$  per cent. Bills usually amount to from 12 to 20 per cent of deposits. Bills discounted, money at call and short notice and cash constitute the liquid assets of a bank. The liquidity standard of British commercial banks is to maintain a cash ratio of about ten per cent, provided, however, that the total liquid assets inclusive of cash are between 30 and  $33\frac{1}{3}$  per cent. If the total liquid assets should be lower than this, the cash ratio should be higher, and *vice versa*.

In the U. S. A., although a considerable proportion of the assets of commercial banks consists of promissory notes, with or without security, and trade acceptances, official statistics make no distinction between loans and discounts. Discounts are shown under 'Loans and Advances'.

In India, the bills portfolio of commercial banks, parti-

cularly of Indian banks, is small. There is no bill market in the sense in which a discount market exists in London. The exchange banks carry a large portfolio of foreign bills of exchange. But Indian banks invest but a comparatively small proportion of their deposits in either trade or Treasury Bills. The percentage of domestic trade bills discounted by Indian scheduled banks to their deposits works out for the three years 1935, 1936 and 1937 at 3.2, 5.0, and 5.9 respectively.

### INVESTMENTS.

Investments constitute a banker's fourth line of defence, after cash, money at call and short notice, and bills discounted. They also yield a higher return than can be obtained on these liquid assets, although the return is not as high as it is on loans and advances. When the demand for loans falls off, the banker invests his funds in gilt-edged securities, and when the demand for loans increases, he meets it in all probability by realizing his investments. The investments of British banks are almost entirely in Government securities, with some infusion of other gilt-edged securities. In the past, their investments varied between 14 and 17 per cent of their deposits. But prior to the present war, they stood at about 27 per cent.

The percentage of investments to deposits is much higher in the U. S. A. than in England. Thus for 1935, 1936 and 1937, it was 67.9, 69, and 61.3 respectively.

The investment portfolio of the Indian commercial banks is also considerable. This is largely due to the undeveloped state of a bill or a call-money market in this country. Investment in gilt-edged or semi-gilt-edged securities is therefore regarded as a very liquid type of investment, although, from the standpoint of liquidity, it should be



remembered that these securities are normally highly shiftable but not without risk of loss in respect of capital value. In recent years, the percentage of investment of Indian scheduled banks excluding the Imperial Bank to their deposits has been about 40 per cent. This percentage was 38.9 and 40 for the years 1939 and 1940 respectively. For the Imperial Bank of India, the percentage was 43.3 in 1939 and 50.6 in 1940. Most of the securities held are gilt-edged. A small proportion of these securities consists of Improvement Trust, Port Trust or Municipal bonds. Some of the banks have also increased their investments in debentures, shares and stocks of joint-stock companies, but the total of such investments is still very small.

### LOANS AND ADVANCES

‘ In the item “ Advances to Customers ” ’, says Walter Leaf, ‘ We have reached what is the central portion of the activity of a bank. ’<sup>1</sup> Here the banker is brought into direct relation with the public, and it is by the way in which he lends money entrusted to him by the depositors that his capacity and judgement, as well as his usefulness to the community are judged. Loans and advances are the most profitable item in a bank’s portfolio. As a bank aims at making the maximum profit, the banker is always anxious to lend as much of his funds as is possible in the shape of loans and advances. At the same time, he has to be careful about the safety of such advances. ‘ He has to temper liberality with caution. If he is too liberal, he may easily impair his profits by bad debts, and if he is too timid he may fail to obtain an adequate return on the funds which are confided

<sup>1</sup> *Banking*, p. 104.

to him for use. It is by his capacity in lending that a bank manager is judged."

Loans and advances to customers, although the most profitable items in a bank's assets, are the least liquid. For although an advance or a loan may nominally be repayable on demand, yet it is often difficult to get it repaid at short notice. A trader or business man who has borrowed from a bank to purchase, say, additional stocks, cannot be expected to pay back the debt upon demand. No bank should or can, therefore, rely for funds in an emergency on a wholesale demand upon its customers to repay their loans. On the contrary, if all banks were to do this in a crisis, the probability is that such action would still further aggravate the national financial difficulties and undermine public confidence.

Loans and advances may take various forms and are allowed against varied types of securities. But whatever their form or the security offered, they have a common characteristic in that they must run for a short period. This is a fundamental practice with English banks, which distinguishes them from continental banks, and it is followed by Indian banks as well. In England, the U.S.A., or India, it is recognized that it is none of the business of commercial banks to supply their customers with long-period or fixed capital. Their function is to provide the public with short-period or working capital. In assessing any proposal for an advance or a loan, the banker has to satisfy himself, firstly, as to the period for which the advance is needed, and secondly, the prospects of its repayment on the termination of this period. Liquidity should be his prime consideration, and he should not be tempted by the soundness of the

<sup>1</sup> *op. cit.*, p. 155.



security or the rate of interest offered to impair his judgment about the necessary degree of liquidity in his advances. In addition, a banker wants to be satisfied about the purpose for which an advance is required, as he usually discriminates against and discourages speculative advances.

Advances of British banks have in the past usually amounted to about 50 per cent of their deposits, but in recent years the percentage has fallen considerably below this. This is due to the lack of a sufficient number of safe borrowers, with the result that the proportion of investments has increased. This is a tendency which is almost a universal one, and applicable to commercial banks in almost all countries. In the U. S. A., the proportion of loans and advances to deposits of commercial banks is between 45 and 50 per cent. In India, for all scheduled banks excluding the Imperial Bank it was 56 per cent in 1939 and 46 per cent in 1940.

As already stated, loans and advances may assume different forms and may be offered against different types of securities. We shall now explain them by reference to Indian practices.

### FORMS OF ADVANCES

Advances to customers generally assume one of three different forms, namely, loan, cash-credit or overdraft account. The last two are operated through the current account of the customer, while a loan account is treated as a separate one. A loan can be obtained from a bank by a person who has no account with it, although in actual practice a banker will not entertain a proposal for an advance from a person unless he is one of his customers. To operate a cash-credit or an overdraft account, a person must have a current account with a bank.

In their actual operation, an overdraft and a cash-credit account are alike. In both cases, the customer is allowed to overdraw his account with a bank up to an agreed amount. In the case of a loan, a separate loan account is opened and the amount of loan sanctioned to the customer is debited to the loan account and either paid to him in cash or credited to his current account. One great advantage of the cash-credit and overdraft accounts, and incidentally the reason why they are preferred to a loan account, is that while, under these accounts, interest has to be paid only on the amount overdrawn at any time and not on the full amount up to which the customer may have been allowed to overdraw his account, under the loan account, interest has to be paid on the full amount of the loan taken. To safeguard the bank against loss that may ensue by its customer not overdrawing his account at all under arrangements made under the overdraft or cash-credit accounts, although it has to keep funds free for this eventuality in terms of the agreement made with him, an interest clause is sometimes inserted by which the customer is obliged to pay interest to the bank on a certain proportion of the amount arranged for, say one-third or one-fourth, even though he may not have overdrawn his account to this extent.

Another difference between a loan account, on the one hand, and a cash-credit or an overdraft account, on the other, is that the former is generally opened for consumption purposes or for financing the long-period requirements of industries against the security of block capital. Loans are usually of a longer duration than overdraft or cash-credit advances.

Overdrafts are usually granted against the security of stocks and shares, jute and gunny delivery orders, or bullion.



Sometimes advances are granted against the borrower's own promissory note with or without a guarantor, but without any collateral security. Such advances, however, constitute a very small proportion of the total advances granted by scheduled banks. Cash credit arrangements are usually made against the security of commodities, agricultural or manufactured, stored either in recognized warehouses or mostly, in view of the dearth of good warehouses, in the bank's own godowns.

#### NATURE OF SECURITIES OFFERED

Advances may be granted against the personal security of the borrower only, that is, against his promissory note. Such advances are known as unsecured advances, but they are not unsecured in the sense that the bank has nothing to fall back upon. The advance is given against the personal credit of the borrower and its security depends upon the present condition and future prospects of the borrower's business. The banker will call for copies of balance-sheets and profit and loss accounts of the business for the past few years, or for as many years as are available, certified by a reliable accountant. He will have to examine these statements carefully with a view to ascertaining the financial condition of the business. In addition he will have to rely upon his knowledge of the personal character of the borrower, his habits, reputation and capacity. All these are sometimes referred to as the three C's, character, capacity and capital.

Where a banker does not consider the personal security of the borrower as adequate, and where, further, the latter is unable to offer any additional collateral security, the banker may ask for a guarantee. A guarantee is an undertaking given to the banker by a person called the guarantor,

to be answerable for the debt of another person, namely, the borrower, to the banker upon the default of the borrower. The advantage of a guarantee is that it is a convenient form of security and can be easily given. Its disadvantages are that it may prove unsatisfactory if the contract of guarantee is not properly drafted, and that, as a security, it is entirely dependent upon the initial and continued solvency of the surety. Before accepting the guarantee of any person, the banker should make enquiries about the character, capacity and financial standing of the guarantor, for what happens in the case of a guarantee is that in addition to the personal security of the borrower, the banker obtains that of the guarantor as well. The banker should also be careful to make clear to the proposed surety the nature of the document he is expected to sign so that he may not afterwards plead that he did not understand its contents. Another point in connexion with a guarantee is that it should be a continuing guarantee, that is, a security which will continue, although the balance of the debtor's account may fluctuate from time to time. A guarantee should therefore expressly state that it 'shall be a continuing guarantee', as otherwise it might be held to cover merely the debt which existed at the time the guarantee was given.

Apart from a personal security or guarantee, tangible securities may also be offered for taking a loan from the bank. Such securities are also referred to as collateral securities or simply collaterals. Collateral securities may take various forms, but may be grouped in three broad categories, namely, debentures, stocks, shares, bonds, etc.; goods and documents of title to goods; and immovable property. We shall examine these different types of securities—their value and what a banker has to do—in greater detail later on.



## CHAPTER VII

### BANKING STRUCTURE

IN studying the organization of the banking system of a country, two questions are important. One is the nature and scope of the individual bank's activities, and the other is the structure provided for inter-bank relations. The latter problem dealing with how far the banking system gravitates towards a central banking system, we shall examine in the succeeding chapter. We shall deal first with the organization of the individual banking institution. This in effect involves an examination of the question of unit *versus* branch banking.

The U. S. A. is the home of the unit banking organization. Under this system, the bank's operations are confined mostly to a single office, though a few are allowed to have branches within a strictly limited area. Historically, this system is the product of the American political philosophy of individualism. It is the financial counterpart of the independent commercial or industrial enterprise, which for long has been the dominant feature of the American economic system. It is also partly a result of the traditional fear of a 'Money Trust', and particularly the suspicion with which the Middle and the Far West have regarded the operations of the New York financiers. It may be recalled here that during the late forties of the last century, a well-developed system of branch banking existed in the South and Middle West of America. But it came to an end with the Civil War. The southern banks were ruined or voluntarily dissolved, while

the western banks were reorganized as unit banks under the National Bank Act of 1863. The McFadden Act of 1927 and the Glass-Steagall Banking Act of 1933 have introduced certain changes favouring extension of branch banking. Branch extension is, however, still subject to various limitations, and these laws do not provide for an extensive growth in the number of branches.

In contrast to the unit banks of the U. S. A., commercial banks in most countries are very large institutions with a network of branches scattered all over the country. England offers the best example of the branch banking organization. She has five big joint-stock banks, popularly known as the 'Big Five'—Lloyds, Barclays, the Midland, the Westminster, and the National Provincial—with 9,500 branches and controlling about three-quarters of the banking resources of the country. Canada has ten chartered banks, four of which control four-fifths of the banking resources. In Germany four joint-stock banks, popularly known as the 'D' banks—Deutsche, Disconto-Gesellschaft, Dresdner, and Darmstaedter National, and in France four commercial banks—Crédit Lyonnais, Société Générale, Comptoir National d'Escompte, and Crédit Industriel et Commercial—control by far the largest proportion of banking resources of their countries and hold positions in their respective countries comparable to that of the 'Big Five' in England.

India is usually referred to as a country with a unit-banking system. This description is, however, no longer true. In recent years, there has been a spate of branch banking development in this country. The number of branches and offices of all banks has increased from 322 in 1918 to 2074 in 1940, as the following table will show:



## NUMBER OF BRANCHES AND OFFICES

1918		1936		1940	
Presidency Banks	68	Reserve Bank	... 8	Reserve Bank	... 8
Exchange Banks	48	Imperial Bank	... 163	Imperial Bank	... 390
Indian Joint-stock Banks with paid-up capital and reserve of at least Re 1 lakh	206	Exchange Banks	99	Exchange Banks	101
		Indian Joint-stock Banks with paid-up capital and reserve of at least Re 1 lakh	... 849	Indian Joint-stock Banks having capital and reserves of Rs. 50,000 or over	... 1,575
	322		1,119		2,074

Although branch extension has been on a large scale in this country during the last few years, it cannot yet be said that banking facilities are adequate in relation to our population. This will be borne out by the following facts for 1936:

	Population per banking office	Deposits per head in shillings
India	2,76,000	112
England and Wales	3,900	1164
U. S. A.	7,900	1,317
Germany	...	212
France	20,000	165

The first table reveals that in the matter of branch extension, Indian joint-stock banks have taken the lead. Another noteworthy feature of the development of joint-stock banking in India is the very large concentration of resources in the hands of a few large Indian scheduled banks. The following table for the year 1937 will be found instructive in this connexion:

	Number of re- porting banks	Branches	In 1,000 Rs.			
			Paid-up Capital	Reserve	Total Deposits	Cash Balances
All class 'A' and class 'B' Banks	152	829	8,73,48	6,27,31	1,08,65,99	18,12,57
Indian Scheduled Banks ..	31	538	6,72,80	4,93,91	93,50,70	15,47,07
The Big Five ...	5	153	3,65,02	3,51,37	72,05,90	11,68,98
The Biggest Two	2	68	2,68,13	2,41,28	47,81,99	8,31,27

Class 'A' and Class 'B' banks are those having a paid-up capital and reserve of Rs. 5 lakhs and over, and Re. 1 lakh and over and less than Rs. 5 lakhs respectively. The five big Indian joint-stock banks are the Central Bank of India, the Bank of India, the Allahabad Bank, the Bank of Baroda and the Punjab National Bank. The first two are the two biggest Indian joint-stock banks.

In regard to the concentration of resources in the hands of a few Indian joint-stock banks, it should be noted that the phenomenon is one of concentration of resources only, and not, as in Great Britain, concentration in banking and consequently of resources also. As distinct from the development in Great Britain, there has been no large-scale process of amalgamation of banks in India. On the contrary, there has been a steady growth in the number of banks as well as in the number of their branches. It is also noteworthy that, while in Great Britain amalgamation has led to the closing down of many inefficient and unprofitable branches, in India, on the contrary, there has been a spate of branch expansion by individual banks with the result that many places, particularly in the mofussil, have more banking



establishments than can be economically and profitably maintained.

The amalgamation movement in Great Britain provoked a good deal of adverse criticism during the last Great War. So great was the fear that it might end in the formation of a money trust, which would be inimical to national interests, that a Treasury committee was appointed in March 1918 to examine the whole question. The committee came to the conclusion that 'the possible dangers resulting from further large amalgamations are material enough to outweigh the arguments against Government interference, and that in view of the exceptional extent to which the interests of the whole community depend on banking arrangements, some measure of Government control is essential'. The Government also brought forward a bill to give effect to the recommendations of the committee but it was withdrawn before it became law in view of the fact that an agreement was arrived at between the banks and the Government to the effect that no further arrangements for amalgamation would be entered into without the consent of the Treasury.

#### UNIT AND BRANCH BANKING COMPARED

Before the development of large-scale business, a unit banking system had many advantages and had to its credit much good work. In the U. S. A., for example, it fostered the rapid growth of the country. Its local control and local outlook provided a sympathetic understanding of local needs. But it proved helpless before broader forces. The rapid development of transport and communications and the growth in the size of business establishments created conditions with which a unit banking structure could no longer cope. Not only did the unit bank not possess sufficient

resources to finance the requirements of big businesses, but further, large-scale operations called for credit investigation of a kind that a small local bank was unable to make. In the second place, as a result of the development of communications, local banks have lost much of their best business to adjacent large centres with consequent adverse effects on diversification and liquidity of their assets. Thirdly, earnings have also been affected by relatively higher operating expenses and larger losses and depreciation.

The disadvantages of a unit banking system are usually the advantages of a branch banking system. But in comparing one with the other, it should be remembered that unit banking has the correspondent system, under which unit banks may have accounts with other banks in various places, and is thereby enabled to enjoy some of the advantages of branch banking.

Branch banking has, generally speaking, the advantages and economies of large-scale operation. The advantages are those of division of labour. In the first place, branch banking ensures economy of reserves. We have already mentioned that the maintenance of an adequate reserve is essential to a banker. A large bank can manage with a comparatively lower cash reserve per office, as one office in difficulty can draw upon the reserves of other offices. The disadvantage of a unit bank is modified to some extent by the existence of the correspondent system. This means, however, that it has to maintain deposits with correspondent banks, which yield little or no return. Secondly, concentration of financial resources in the case of a branch bank enables a more rapid mobilization of resources in an emergency, as well as a more effective seasonal movement of funds. Such rapid movement of funds has, in the third place, the effect of making interest rates tend to



uniformity over wide areas. Fourthly, branch banking enables risks to be spread geographically. By thus averaging risks, it reduces them, and thus minimizes the danger of failure. It may be argued that in times of general trade depression, both the unit and the branch banks will suffer equally. Since, however, even during periods of general depression, capital goods industries are likely to suffer most and first, unit banks, if they are localized in such areas, will be very adversely affected. In addition to general trade depression, particular industries may suffer owing to changes in fashion or technique. Unit banks localized in such areas may under such conditions have to incur heavy losses and even collapse. Thus, even prior to the economic crisis of 1929 when boom conditions generally prevailed, chronic depression in certain sections of American agriculture was responsible for the failure of many small local banks. During the same time, English branch banks were incurring heavy losses in the Lancashire cotton industry. They were able, however, to make up such losses by profits made elsewhere, and had not to suffer any débâcle. Fifthly, branch banking helps to raise banking standards, for a big bank can afford to pay a competent banking staff of experts who will be able to understand technical problems and provide broad judgement. In the sixth place, the cost of remittance business is greatly decreased under a branch banking system. A unit bank with correspondents at other places can also offer this service, but not at such low cost. Seventhly, branch banking ensures economical expenditure and the rendering of better services throughout the country. For one thing overhead costs will be lower. For another, some banks can, if necessary, be run at a loss. Such loss is more than made up by profits earned by other branches.

As against these patent advantages of branch banking,

certain problems exist. For example, if a large bank should fail on account of incompetent management, widespread disaster may follow. Further, proper examination may sometimes be rendered difficult owing to the physical size and ramifications of some branch banks. Thirdly, under the unit banking system, failure of one bank has only the effect of eliminating one weak spot. Under the branch system, a weak branch may be permitted to continue for a long time with possible deleterious effect on the bank as a whole. Thus, it is said that the unit bank has to meet its obligations, whereas the branch banking system may sacrifice liquidity to carry along a bad situation. Incidentally, this is an argument in favour of extending branch banking by absorbing existing small local banks, rather than by establishing new branches which will compete with existing local banks. In the last place, the claim that the unit bank has an advantage in that its manager knows local conditions and therefore is in a better position to judge which particular businessmen are worthy of assistance may be mentioned. As against this, it may be argued that such a circumstance may also have a contrary effect. The manager of a local bank may find it very awkward to refuse a loan to an incompetent and dishonest member of a family with whom he may be on intimate social terms. The local manager of a branch bank, on the contrary, may refuse the loan in such a case by putting the whole blame on the head office, without the social awkwardness which would arise if he had the sole responsibility for the decision.

The advantages are, therefore, very much in favour of the branch banking system. With the growth of large-scale business, it is no wonder that the trend of banking development in almost every country is the growth of big banking




institutions with a network of branches spread all over the country.

In the U. S. A., this normal development has been held in check by legal restrictions. But even in the U. S. A., there has been some notable change in the unit banking system during the last few years. The development of chain and group banking has, for example, linked together under one control a number of institutions located at different places. By chain banking is meant the 'control of a number of banks (each of which retains its own identity, capital and personnel), through stock ownership or otherwise (such as through interlocking directorates and officers) by the same individual or group of individuals who exercise the prerogatives of majority stock-holders'.<sup>1</sup> Group-banking is very much like chain-banking. Both operate a number of ostensibly independent banks as a more or less cohesive unit. In fact, the Federal Reserve Board and the Economic Policy Commission have grouped the two together. The Controller of Currency has, however, made the following distinction: 'The principal factor in group-banking is that each group is centred around a city or metropolitan bank through means of a holding company, which owns the majority of stock of each bank, thereby creating a system of banks more or less integrated in management with the central bank of the group.'<sup>2</sup> Both chain and group banking have the object of securing some of the advantages of branch banking within the limitations imposed by law in the U. S. A.

<sup>1</sup> Steiner: *Money and Banking*, p. 591.

<sup>2</sup> Quoted by Steiner: *op. cit.*, p. 593.



## CHAPTER VIII

### CENTRAL BANKING

In the last chapter we examined the nature and scope of an individual bank's activities. We shall now consider the structure provided for inter-bank relation. This structure in most countries is built upon what is called 'the central banking system'. In studying this system, it should be borne in mind that there is no standard central bank pattern. The American system, for example, differs from that of other countries. Again, the economic and market conditions of particular countries cause variations in the operations of different central banks.

Bearing in mind such possible differences in the organization and operation of different central banks, it may be stated that the principal duty of all central banks is to maintain stability of the monetary unit in the best interests of the general community. The distinguishing characteristic of a central bank is public service,—the maintenance of the stability of the nation's credit structure and the promotion of its best economic interests. This object is also clearly stated in the preamble to the Reserve Bank of India Act, which says that 'it is expedient to constitute a Reserve Bank for India to regulate the issue of bank notes and the keeping of reserves with a view to secure monetary stability in British India, and generally to operate the currency and credit system of the country to its advantage'.

To fulfil this object, a central bank is endowed with certain special powers. For example, it has usually the sole right of note issue ; it is the banker to the government, the



custodian of the nation's reserve and the lender of the last resort. But there are also corresponding limitations upon its activities directly following from its rôle as a central bank. It must not, in the first place, be actuated by considerations of profit, but must serve the collective interests of the community. Secondly, it must maintain its assets in the most liquid form, for it is the lender of the last resort. Thirdly, it should not enter into direct competition with the ordinary commercial banks. Such competition would be both unfair and undesirable. It would be unfair because, as the central bank holds government balances, it could use these funds competitively to the detriment of commercial banks. It would be undesirable because such competition would rouse the hostility of commercial banks and thus render its task of controlling the general credit situation difficult.

#### THE CENTRAL BANK AND THE GOVERNMENT

Although the central bank is almost universally a privately-owned institution, it has to co-operate closely with the government. It is the government which is ultimately responsible for controlling the monetary system of a country. This control is exercised through the Treasury, which is a government department. In practice, however, the larger aspects of the financial policy of the Treasury are influenced by the advice tendered by the central bank.

The government in a modern state can wield a great influence over conditions in the money market. It has, for example, great powers over the volume of internal long-term issues, the volume of external long-term lending and the effective short-term rate of interest by means of Treasury Bill policy. Where there is an Exchange Equalisation Fund, which is usually operated by a department of the Government, the state can influence the whole money market in

various ways. In addition, government activities probably account for 25 per cent of the total national economy. All these activities have an important bearing upon the currency and credit position of the country, which in effect is the responsibility of the central bank. It is necessary therefore that in all these matters the government should turn to the central bank for advice. In some countries consultation with the central bank by the government is obligatory in matters concerning currency and credit; and in other countries constant consultation has become the rule by a traditional development. The actual influence that a central bank may have depends, of course, largely upon its standing and the moral and technical qualities of its authorities. But it is a mistake to think that a central bank can by itself establish orderly monetary conditions if the government carries on an unwise policy leading to a serious deterioration of its own credit.

The government and the central bank may disagree upon questions of policy. Thus the immediate interests of the Treasury and the views of the central bank may clash where the government wants to borrow money and therefore wishes to keep interest rates down, while the central bank may consider that general economic conditions demand that interest rates should be maintained or raised. Or, the government may want to borrow more from the central bank than the latter considers desirable. In such cases, the government's will must prevail if it cannot be persuaded to agree to the advice tendered by the central bank.

The following opinion on the relationship between the central bank and the government, of the Royal Commission on Money and Banking in Australia is worth quoting: 'Where there is a conflict between the Government's view of what is best in the national interest and the Board's view,



the first essential is a full and frank discussion between the two authorities with a view to exploring the whole problem. In most cases, this should ensure agreement on policy . . . . In cases in which it is clear beyond doubt that differences are irreconcilable, the Government should give the Bank an assurance that it accepts full responsibility for the proposed policy and is in a position to take and will take any action to implement it. It is then the duty of the Bank to accept this assurance and carry out the policy. . . . This does not imply that there should at any time be interference by the Government in the administration of the Bank.'

### FUNCTIONS OF CENTRAL BANKS

The principal functions of a central bank may be enumerated as follows:

1. *To serve as a bank of issue and assume responsibility for maintaining currency on a solid and secure footing.* To this end, the central bank is granted either the sole right of note issue or at any rate, a partial monopoly thereof. This exclusive privilege is of particular importance on the Continent and in countries like India, where the use of cheques is not so widespread as in England and America. Currency being an important medium of payment in these countries, the sole right of note issue is a powerful weapon for controlling the monetary supply in the country. It may be mentioned, however, that the gold standard and the exchange standard systems provide for some method of automatic and obligatory issue and redemption of notes. Thus, under the gold standard, notes can always be obtained against gold and under the exchange standard system against some foreign currency. In our country, rupees can always be had against sterling or *vice versa*. But a central bank has normally also other methods of issuing or withdrawing

notes at its disposal, for example, through rediscounting of bills, granting of advances or purchase or sale of securities.

In the issue of notes, the main requirements are uniformity, elasticity and security. Uniformity is obtained by granting the sole right of note issue to the central bank. Elasticity is secured by basing the issue of notes partly on gold and partly on trade bills, whereby note circulation is brought into some relation with the volume of business. Security is assured by requiring a minimum cover in gold of, say, 35 or 40 per cent, sometimes inclusive of foreign exchange, and the remainder, in government securities, trade bills or other commercial paper.

2. *To act as the sole or principal banker and financial agent generally of the government.* The central bank holds on deposit the government's temporary surplus funds, assists government loan floatations, disburses government funds, and finances the Treasury at certain times in anticipation of heavy tax collections by means of advances or discounts of Treasury Bills. The accommodation which the central bank may provide to the government to tide the Treasury over periods of temporary stringency must be strictly limited in scope. For example, it should not exceed a certain proportion of the total budget revenue of the year nor should it be granted for a long period. The general rule is that advances should be repaid within the budget year, or at the outside within three months after the budget year.

3. *To operate as a clearing house for other banks.*—The central bank usually acts as a clearing house for other banks, and settlements are effected by drawing cheques upon it.

4. *To act as a reserve bank and hold a portion of the cash reserves of commercial banks, either by law or tradition.*—The holding of a cash balance with the central bank is obligatory in only a few countries. In England, a



fairly constant cash reserve of the clearing banks is maintained with the Bank of England not by law but according to firmly established custom and forms the basis of England's domestic credit structure. The holding by commercial banks of minimum cash balances with the central bank was discussed in the years following the last Great War. No such obligation was imposed in the case of central banks established in Europe after the War ; but when central banks were established in Canada, India, New Zealand and the Argentine, certain obligatory minimum cash balances were prescribed for the following reasons :

- (a) The maintenance of balances by commercial banks with the central bank may serve the purpose of strengthening the liquidity of the banking system.
- (b) The holding of such balances may be used as a basis for influencing the credit conditions of the commercial banks ; an increase in the banks' cash resources giving an impetus to expansion of credit, and a reduction of those resources calling for a restriction ; and the percentages prescribed for cash requirements of the banks may also be varied from time to time.
- (c) Lastly, the introduction of compulsory minimum reserves held by the commercial banks may be an indirect method of providing the central bank with increased liquid resources.

5. *To act as a bankers' bank, to rediscount bills of exchange, promissory notes and other commercial paper or grant advances against approved securities presented by commercial banks.*—This is an important function of the central bank. By these operations, it may (a) supply credit against domestic

assets (e.g. home bills) and be 'the lender of last resort', helping to ensure the liquidity of the credit system, and (b) influence domestic credit conditions inasmuch as the official discount rate exercises a certain influence on other rates in the market. In most countries the central bank deals only with other banks and not directly with the public. A notable exception is the Bank of France. Although there may be no statutory provision in many cases obliging central banks to deal with commercial banks only, in practice, however, they limit their dealings to banks, or apply to banks a lower rate than to other customers. Quite exceptional is the Bank of England, which deals not with joint-stock banks, but with the discount market. Among eligible paper, it is generally held that only first class commercial bills with a maximum currency of three months should be accepted, but, with certain central banks, an exception has been made in respect of agricultural bills, which may be accepted with a currency of six or even nine months. The Reserve Bank of India, for example, may accept agricultural paper with a nine months' maximum currency. The 'paper' which is to be accepted as eligible for discounting should be of a liquid and self-liquidating character for if the resources of a central bank become frozen, its power of control over the volume of credit will be seriously restricted. For the same reason, the advances of the central bank should also be against assets which can be easily liquidated. It is only within very narrow limits that a central bank should, if at all, grant advances against other assets. The object of a central bank is, not to provide facilities for individual firms or for the government, but to increase or restrict its discounts and advances according to the requirements of the general credit position. This is implied in its function as a lender of the last resort.



6. *To undertake that it will endeavour to maintain the entire credit structure on a sound basis, and control the volume of credit.*—To this end, the central bank should seek to expand or contract the volume of credit in accordance with the needs of business and in the interest of national economic welfare. The central bank acts as a regulator and stabilizer of the monetary supply in the country. It controls both currency and credit. But as bank credit is the most important medium of payment in practically all advanced countries, credit control constitutes in fact the principal task of the central bank. How this is effected we shall examine in greater detail in the succeeding chapter.

## CHAPTER IX

### CENTRAL BANKS AND CONTROL OF MONETARY SUPPLY

It is universally recognized that the most important function of a central bank is to control the volume of monetary supply in a country. It may be questioned why a central bank should want to do this, particularly as a reduction in monetary supply has a depressing effect and causes unemployment. We have already said that the principal object of a central bank is to maintain the integrity of the monetary unit of a country and to promote its general economic interests. A central bank may, therefore, seek to reduce monetary supply to safeguard the gold reserve, to restrict an inflationary tendency or to check an incipient boom. Generally speaking the main purposes of control are two-fold: exchange stability and price stability. The two purposes may be conflicting and may be impossible of pursuit at the same time. It may be stated in broad terms that of the two objectives, exchange stability was the more important before the last Great War, while the maintenance of price stability has gained in importance since then.

The main constituents of monetary supply are bank notes and the deposits of commercial banks. As the central bank is usually the sole agency for issuing notes, this medium of payment can be directly controlled by it. Where, however, there is an automatic process for the issue of notes against gold or bullion, the central bank has other methods of control at its disposal, for example, open market operations. But by far the most important means of payment in modern communities is the deposit system of commercial banks.



Joint-stock banks can also create deposits by acquiring fresh assets. The problem of central banking control is therefore essentially one of regulating the bank credit which commercial banks can create. We shall study this problem under two sets of circumstances, namely, in an advanced country with an organized money market like England and America, and in a country with no organized money market such as India, Canada or Australia. England offers the classical example of central banking control.

As the commercial banks are the principal agency for the creation of bank credit, a central bank's control over the volume of monetary supply must be exercised through its power of regulating the operations of these banks. Here two factors facilitate the work of the central bank. In the first place, the commercial banks' power to create deposits depends upon the amount of their cash reserves. Secondly, the central bank possesses considerable power over the supply of cash.

By cash, commercial banks usually mean till money and balances with the central bank. It consists, therefore, of metallic currency, notes and deposits with the central bank. Of these, metallic currency is unimportant, and bank notes also are, say, in England, very much like small change. Commercial banks, however, aim at maintaining their till money and deposits with the central bank at the lowest, as these are idle assets. But they maintain a certain proportion between their cash and deposit liabilities, and their deposit liabilities to the public are determined largely by their action in acquiring assets. Therefore, the extent to which they will be able to expand their deposit liabilities to the public will depend upon the magnitude of their cash reserves. Thus, as Sayers says, 'If the Bank of England can determine the volume of Bankers' Deposits

with itself, and can supply whatever volume of notes is appropriate to that level of Bankers' Deposits, the Bank of England will be controlling the general operations of the commercial banks'. As commercial banks draw out notes only to the extent that is necessary to meet customers' demands, the important point in controlling bank credit is the power of the central bank over the volume of commercial banks' balances with itself, which these banks regard as equivalent to cash.

### HOW CASH CAN BE CONTROLLED

The Bank of England can alter the deposits of commercial banks with it in three ways, namely, (a) purchase of Treasury Bills and Government securities in the market by the Bank of England; (b) purchase of gold from ordinary bullion dealers by the Bank of England; and (c) an excess of payments to the Government over payments by the Government. In the first case, purchase of Treasury Bills or Government securities means payment by the Bank of England to members of the public or other institutions or banks. These cheques have the effect of swelling Bankers' Deposits with the Bank of England, while the holding of Government securities of the Bank also proportionately increases. The increased Bankers' Deposits mean that commercial banks have a larger cash reserve with which they can acquire fresh assets, which would create deposits and thus increase the supply of money. Purchase of gold from ordinary bullion dealers has the same effect as in the first case. The third case has the effect of increasing Public Deposits at the expense of Bankers' Deposits. As commercial banks' cash is depleted, they will set about to restore their cash position by calling in loans and contracting their

<sup>1</sup> Modern Banking, p. 97.



deposit liabilities. The sale of Government securities, or of bullion in the market, or the excess of Government expenditure over receipts will have consequences in each case contrary to what has been described above.

We have seen that the Bank of England can, if it likes, regulate the cash reserves of commercial banks and thus the volume of monetary supply. But as it is at the same time the lender of the last resort, it can be approached by the commercial banks through the discount market to replenish their cash reserves. Thus, it would appear that as a lender of the last resort, the Bank of England may nullify its action in controlling the cash reserves of commercial banks. But there is one very important point in this context. When the Bank of England is approached for funds by the market, it means that its rate, that is, the Bank rate has become effective, for funds can be had from the Bank of England against eligible paper at its published rates only. When the discount market approaches the Bank of England for funds in view of the fact that commercial banks have called back loans given to it, the market is colloquially said to be 'in the Bank' and the Bank rate policy is said to have been effective. When the Bank rate policy is effective, it means that the Bank of England has complete control over the market.

#### METHODS OF CONTROLLING CREDIT

Of the methods available to a central bank for controlling credit, the most important are the Bank rate and open market operations. Although a rise in the Bank rate is intended and often actually leads to a contraction of credit, and a fall has the opposite effect, there is no inherent reason why this should be so. The question whether there would be an expansion or contraction of bank credit depends upon

the behaviour of the market rates of interest. If the change in the Bank rate does not reflect or anticipate a change in market rates of interest due to a change in the supply or demand in the loan market, it may have no effect whatsoever on the market. The bank rate, therefore, achieves its effect mainly through a convention that other rates quoted in the money market shall ordinarily be related to it. There is, however, the further point that commercial banks are aware that the central bank has other weapons at its disposal for making its rate effective, and they may therefore agree to follow the lead given by the central bank in spite of the fact that market conditions may not necessitate such a course of action.

A central bank may conduct open-market operations to supplement a Bank rate policy, or even independently with a view to regulate credit conditions. By open-market operations are meant the purchase and sale of securities by the central bank in the open market. Open-market operations may be of the following various kinds:

- (a) They may be undertaken to make a change in the discount rate effective. In countries where the operation of joint-stock banks is largely dependent on their cash ratio, the enlargement or contraction of the cash basis by means of open-market operations is a fruitful method of influencing credit conditions.
- (b) They may be made by monetary authorities to offset an inflow or outflow of funds in relation to foreign markets. In England, such operations were regularly made before the present war through the agency of the Exchange Equalization Account with a view to counter-



balance the influence on the internal credit structure of movements of short-term funds and also of seasonal variations.

- (c) They may be conducted to offset government receipts or expenditure, for it is desirable that the Government by its operations, should not deprive the market of current funds. Open-market operations for this purpose are not necessary if the Government keeps its funds largely with commercial banks as in the U. S. A.
- (d) They may be undertaken not only to make a change in the discount rate effective, but also to assist in the lowering of long-term rates of interest. In England, for example, in 1932 the expansion of credit was made primarily to help business by the cheapening of money, but advantage was taken of the subsequent decline in long-term rates to carry through the big conversion of War Loans.

We may also mention some other devices which a central bank may employ to control credit. They are:

- (1) *Moral suasion*.—In England, says Coulborn,<sup>1</sup> moral suasion has particular reference to the rate and destination of investment. The Bank of England has great powers to influence overseas issues, and the exercise of such powers is motivated by a desire to influence the foreign exchanges. In so far as the Bank may be able to control new issues, it will be in a position to curb an incipient boom. In the U. S. A., the Reserve

<sup>1</sup> *An Introduction to Money*, p. 246.

Banks make a more effective use of this weapon for restricting credit to individual member banks, which, in their opinion, have been unduly expanding credit. This has been made possible by recent legislation which has added a further objective to their lending policy, namely, 'maintenance of sound credit conditions', under which loans may be refused to any bank which is making an undue use of bank credit 'for the speculative carrying of or trading in securities, real estate or commodities, or for any other purpose inconsistent with maintenance of sound credit conditions'.

- (2) *Alteration of cash ratios.*—This device is particularly useful in countries where commercial banks have to maintain statutory deposits with the central bank, and where, further, the latter is given power to alter the proportion of deposits that have to be maintained with it. It has been used, for example, in the U. S. A., not with a view to altering the volume of credit at once, but to absorbing member banks' excess reserves which threaten inflation. In England, joint-stock banks voluntarily maintain between 4 and 5 per cent of their deposits with the Bank of England. If these reserves were made legally binding and the Bank were also given authority to alter this percentage, the Bank would be invested with a powerful means of control over joint-stock banks. It may be mentioned that the Macmillan Committee expressed the opinion that statutory embodiment was unnecessary, but that the Bank



should represent to the joint-stock banks the cash percentage it thought appropriate, and that these banks should alter their cash ratios accordingly. The alteration of cash ratios, it is claimed, will have an effect even superior to open-market operations, inasmuch as it will affect all parts of the credit structure, short and long-term securities, bills, advances etc., whereas open-market operations fall with disproportionate incidence upon short-term securities, since these operations are by custom limited to this market.

- (3) *Publicity*.—In England, the Macmillan Committee recommended a greater degree of co-operation and mutual consultation with joint-stock banks. 'It is desirable' said the Report, 'that the clearing banks should be made aware in the plainest possible manner whether the general tendency of policy of the Bank of England is towards a relaxation or contraction of conditions of the domestic market'. It is expected that the joint-stock banks will base their own policy in accordance with such information. In the U. S. A., the views of the officials of the Federal Reserve System with respect to financial conditions are made public through official publications of the System or through other forms of public statements. These statements have sometimes constituted an instrument of policy fully as effective as specific action which might have been taken. Thus, the Federal Reserve Board issued a statement in February 1929 warning against excessive use of credit for security speculation.

## EFFECT OF CHANGES IN BANK RATE

A change in the Bank rate affects both the domestic and the external situations. When, for example, the Bank of England raises the Bank rate and sells, if necessary, securities to make it effective, two results tend to restrict the volume of credit. In the first place, market rates of interest will rise with the Bank rate. This, as we have already stated, may be a sympathetic rise in anticipation of the fact that the Bank can make the higher rate effective by selling securities. In the second place, long-term interest rates also tend to rise with the short-term rates. If the latter rise, while long-term rates remain stable, short-term securities become more attractive, with the result that investors sell their long-dated securities and invest funds in short-term securities. This process drives down the capital value of long-dated securities, which in effect means a rise in long-term interest rates. If the rise in interest rates seriously cuts into profits, production and employment will fall off and prices will also have a deflationary trend. If, in spite of higher interest rates, profits continue to be satisfactory, the upward tendency in production, employment and prices may continue.

A fall in the Bank rate, supported sometimes by purchases of securities, is intended to make conditions in the market easy. Interest rates fall, while purchases of securities have the effect of increasing the cash reserves of commercial banks. These are conditions which may be described as creating a borrowers' market, for they favour borrowers of money. There is no certainty if they will lead to more active business conditions, for, it is always more difficult to talk the market into prosperity than it is to restrict credit and bring about a deflationary tendency.



We have so far described the effect of a change in the bank rate on the internal situation. It also affects the external situation, and the external situation is materially influenced by changes that take place in the domestic situation. A rise in the bank rate, or dear money, reacts on the external situation in the following manner:<sup>1</sup>

- (i) Dear money tends to diminish the net amount which a country lends abroad or to increase the amount which it borrows. Both short-term lending and long-term lending are affected, but it is the former which feels a change sooner and more sensitively. Thus there is an immediately favourable effect on the country's balance of international payments and hence on its foreign exchanges and its gold reserves. This assumes that the change in the bank rate is a change relative to rates elsewhere and is not merely keeping pace with changes elsewhere.
- (ii) Some part of the purchasing power which dear money tends to curtail will have been spent on imports or on home-produced goods which are now released for export. Thus dear money has a favourable effect on a country's visible balance of trade, which again has a favourable effect on the country's balance of international payments and hence on its foreign exchanges and on its gold reserves.
- (iii) If the fall in prices which dear money brings about continues for any length of time, it necessarily puts a pressure on producers to reduce costs, including wages if necessary.

<sup>1</sup> Macmillan Committee's *Report*, pp. 95-96.

When costs as well as prices have fallen, the help to the country's visible balance of trade resulting from the fall of prices will be on a more durable and reliable basis.

Thus, the effect of a change in the Bank rate on the foreign exchange market is felt through the short-term and long-term money markets and the balance of trade. The immediate effects are felt through short-time movement of funds. In fact, movement of these funds may rectify any adverse tendency in the balance of international payments for short periods. But, the flow of short-term funds depends upon two essential conditions: the existence of a good market for short-term funds in the centres affected and confidence in the future of the foreign exchange value of the currency concerned. The first condition is best satisfied by the London bill market, where accepting houses guarantee trade bills and the British Government, the Treasury Bills. In other big international financial centres such as New York, Paris and Berlin, the position is not dissimilar. But among the chief borrowers in most centres are the commercial banks, which should, therefore, possess an international reputation. The question is not whether they are or are not really sound, but that they should be internationally recognized as such. The second condition is also essential, for nobody would like to hold or invest in a foreign currency, the future exchange value of which is considered uncertain. As Sayers puts it: 'A differential of 1 or 2 per cent per annum on a three months' loan does not attract lenders if they fear that within three months the currency may have lost 20 per cent of its value in terms of lender's home currency. Whether their fears are rational or not does not, at a given moment, matter. The fact



that they have fears is enough to stultify the action of the Bank rate weapon'.<sup>1</sup>

The mechanism of credit control by a central bank described above is really applicable to conditions as they existed before 1914, say, in Great Britain. Since then, circumstances have greatly changed, and the effectiveness of the Bank rate has also suffered. The opinion has therefore been expressed that although the Bank rate will always have its uses, "the future lies not with those who would rely on a refurbishing of the Bank rate, but rather with those who are prepared to add more weapons to the armouries of monetary authorities".<sup>2</sup>

#### UNORGANIZED MONEY MARKET AND CENTRAL BANKING CONTROL

We have studied the mechanism and methods of credit control in an organized money market. We shall now examine the problem of credit control in an unorganized money market such as the British Dominions and India. The important peculiarities of the banking systems of such countries are a low development of the banking habit and offices, an absence or unsatisfactory state of the short-term money market, and the comparative ineffectiveness of the central bank, partly because it is newly established and partly because it is superimposed by statute and has had no tradition behind it. Of these peculiarities, the second and third are particularly relevant to Indian conditions. Canada and Australia have well-developed banking systems and the cheque habit in these countries is also prevalent. In India in recent years there has been a rapid progress in banking

<sup>1</sup> *Modern Banking*, p. 181.

<sup>2</sup> *op. cit.*, p. 185.

development, although, considering the vastness of the country and its population, banking facilities are still far from adequate. Further, the cheque habit has also been growing as a means of settling debts. Of the three traits mentioned above, the chief characteristic of an unorganized money market such as India is that there is no adequate organization for the mobilization of all surplus short-term funds in the market for the purpose of their effective utilization. The consequence is that these funds are not distributed among the various component parts of the money market in the most economical manner, with the result that a situation of acute stringency in one sector may co-exist with easy conditions in another. The outward manifestation of this phenomenon is often the absence of a co-ordinated relationship between the various interest rates.

In an unorganized market, a bank rate policy may not prove effective. The success of this policy depends upon the fact that the commercial banks are generally indebted, whether directly or indirectly, to the central bank. In such circumstances, the central bank can force the commercial banks to follow the lead given by it in respect of short-term interest rates. But when a central bank is superimposed upon an existing banking system, it is not easy to lead the commercial banks quickly into indebtedness to the central bank. Open-market operations in unorganized markets may further have only a limited scope, for the Stock Exchanges in those markets may be unable to complete very big deals. Under such conditions, Sayers<sup>1</sup> suggests certain possibilities of making the central bank's control over credit effective. In the first place, there is a possibility of

<sup>1</sup> *Modern Banking*, p. 293-297.



the central bank securing a change in the composition of its liabilities by taking advantage of its position as a banker to the government. What is suggested is that in a country not on the gold standard, or in a country on the gold standard when the central bank cannot reduce its non-gold assets when gold is flowing in, the central bank can restrict the cash basis by raising government balances or deposits with it. This cannot of course be done by the central bank on its own initiative, and is possible only with the full co-operation of the government operating through the Treasury. It should be added that the variations in public deposits to be effective should be produced through revenue surplus and deficits and not by means of Government debt operations. In the second place, the central bank can be given power, as in New Zealand or the U. S. A., to vary the ratios of commercial banks' compulsory cash reserves to their deposit liabilities. By this means, the central bank can enlarge or contract the cash reserves of commercial banks by lowering or raising the percentage of their statutory deposits with it. In a non-gold standard country, the central bank may further be given power to regulate the foreign exchange value of the country.

In an unorganized market, although the discount rate loses much of its importance, it is not without significance and serves a useful purpose. De Kock<sup>1</sup> mentions that the discount rate of central banks in such markets has a three-fold significance. In the first place, the discount rate, particularly in countries where central banks have large dealings with the public, indicates the rate at which the latter can obtain accommodation from the central bank against specified securities. But central banks, even when they have power

<sup>1</sup> *Central Banking*, p. 204-II

to deal directly with the public, do not usually exercise it and confine their dealings to commercial banks only. Even under such conditions, the influence of the discount rate is exerted indirectly inasmuch as other credit institutions generally adapt their own rates to changes in the official discount rate. In the second place, the discount rate represents the basis of the rates at which commercial banks can obtain accommodation from the central bank. In the third place, the psychological value of the discount rate is of great importance to the central bank as an instrument of credit control. The degree of its importance evidently depends upon the prestige of the central bank and the co-operation it can secure from the commercial banks. When this co-operation exists in large measure, a conventional relationship between the discount rate and other market rates may be gradually evolved.



## CHAPTER X

### REGULATION OF BANKING

As a business, a bank stands in a category by itself. It has an exceptional social significance. Its operations affect the public interest and have an important bearing on the common weal. Its importance is derived from the fact that it supplies a general circulation medium in the shape of bank deposits, and further that the value of this medium is materially dependent upon banking policy. The bank also wields immense power in view of its control over loanable funds. It directs the channels of investment and therefore the types of business that will develop. Any error that the bank may make affects not only itself but also the entire community. A bank failure means not only loss to depositors and shareholders, but also deprives the general public of credit facilities. For all these reasons a bank is looked upon as a public utility and as such liable to state regulation. Further, as the state should have the final say in monetary policy, it is but reasonable to expect that banks should be subject to state control. The need for control is greater in countries where a system of unit banking prevails, and the general public is ignorant and illiterate. Admitted that the state must have some control over the monetary supply and policy of a country, the important question is what should be the nature and content of such control. The extreme form of control that has been proposed is that of nationalisation of commercial banks. This proposal has not found much favour in practice. But commercial banks practically all over the world have been made subject to some small

or large measure of control. We shall briefly illustrate the important features of commercial banking legislation in certain countries.<sup>1</sup>

The regulation of banks includes control over their formation, restriction of their operations, administration of their liquidation in the event of failure and general supervision.

*Legislation to secure adequate capitalization* of a bank may take one or more of four main methods. Firstly, law may provide for a fixed minimum capital. In Sweden, Belgium and Canada, there is provision for a statutory minimum capital. A similar provision is also included in the Indian Companies' Act of 1936 relating to banking companies. Secondly, it may be stipulated that the capital should be a fixed percentage of liabilities, as in Switzerland. This is not a very happy provision inasmuch as a big bank with branches and offices over a wide area does not require as high a ratio of capital to liabilities as a small local bank. Thirdly, the amount of capital may be made to depend upon the population of the place in which a bank is situated, as in the U.S.A. A fourth method is followed in Spain, where the capital for each bank is fixed according to its particular circumstances.

*Legislation with regard to the operations of banks* may be grouped under the following heads:

1. *Surplus*.—In many countries, law provides for the maintenance of a surplus and regulates its amount. In the U. S. A., a national bank may not commence business unless it has a paid-up surplus of 20 per cent of its capital. In addition, every national bank, before it

<sup>1</sup> See Allen, etc.: *Commercial Banking Legislation and Control*, pp. 3-52.



declares a dividend, must carry forward 10 per cent of its net profits until its surplus equals its capital. A similar provision is contained in the Indian Companies' Act of 1936 relating to banks. In certain countries legislation is directed towards the special protection of savings deposits, which are believed to be usually made by small depositors, for example in Argentine and Switzerland. Unless, however, it is also stipulated in what form of assets these surpluses should be held, it may be found in an emergency that they have, like capital and deposits, become immobilized.

2. *Cash Reserves and Liquidity.*—Commercial banks in America, India, Germany, Canada and other countries are required to maintain a statutory cash deposit with the central bank. The ratio of cash deposits may vary from country to country and between different types of banks within the same country. The maintenance of cash deposits with central banks by commercial banks may have two objects, to provide the central banks with funds, and to ensure liquidity of individual banks. A statutory reserve ratio does not, however, of itself ensure liquidity. The existence of a statutory deposit does not necessarily enable a bank to meet exceptional withdrawals. Whether the position of a bank is liquid or not does not depend on its statutory cash reserve, but on the nature of its assets as a whole.
3. *Restriction on mixed banking.*—Mixed banking is prevalent in Germany and some other coun-

tries on the Continent. In recent years, there has been a tendency away from mixed banking in favour of pure commercial banking. This trend is noticeable in some of the recent bank statutes. Thus, in Belgium, where mixed banking was once very widespread, the law of 1934 forbids a bank, which accepts deposits at interest repayable in two years, to hold shares in or participate in any commercial or industrial enterprise, with certain minor exceptions. Some restriction on commercial or industrial participation has been imposed in Sweden, Norway and even Germany. In the U. S. A., the Banking Act of 1933 prohibits member banks from being affiliated to or controlling any corporation or association engaged principally in the issue, floatation, underwriting, sale or distribution of stocks, bonds, debentures and other securities. The purpose of such prohibition of or restriction on mixed banking is as much to ensure the liquidity of commercial banks as to safe-guard them against undue risk of loss.

4. *Control of assets.*—In certain countries, legislation seeks to regulate the assets of commercial banks. It is usually negative rather than positive in character. For example, certain kinds of assets or transactions are forbidden. A common restriction is on the ownership of a real estate other than premises, for example, in the case of American national banks and in Sweden. In Germany, permanent participations and investments in property and building



may not exceed capital and reserves. Restrictions are also sometimes imposed on loans that may be allowed to a single customer by banks in Germany and Denmark and by American national banks. In certain countries, there is a statutory provision in respect of the margin that must be maintained against loans granted.

5. *Restriction on over-banking and bank amalgamation.*—In many countries, legislation gives power to responsible authorities to control the establishment of new banks with a view to prevent over-banking. In Germany, the licensing authority, the Banking Commission, may refuse to grant a license for the formation of a new bank if certain conditions are not fulfilled. In Canada, a special Act of Parliament is necessary for the establishment of a new bank. In the U. S. A., the Controller of Currency has considerable discretionary powers in granting charters to new national banks. Restrictions are also imposed in many countries on the opening of new branches, for example in Germany, Italy and the U. S. A.

Bank amalgamations are controlled by statute in many countries. In Norway and Sweden, official consent is required. Even in England the consent of the Treasury is necessary. In the U. S. A., combinations are restricted by legislation directed against branch banking.

On the subject of restrictions on bank formation and merger, Allen makes the following observation,<sup>1</sup> 'Universal as are the laws res-

<sup>1</sup> *Commercial Banking Legislation and Control*, p. 37.

tricting the formation, amalgamation and branch banking activities of commercial banks, it cannot be said that they have generally exercised any great effect upon the banking structure of the different countries. They have usually been introduced when the movement which they intended to check had run its course.'

6. *Control over interest rates.*—This control may extend over interest paid on deposits or charged against advances. In the U. S. A., the 1933 Act prohibits the paying of interest on demand deposits, that is on deposits repayable within a month. In Argentine, interest paid on sight deposits must be at least three points less than the Central Bank's rediscount rate and on savings deposits at least one point less. In certain countries, interest charged on loans is also controlled with the object of regulating the price of credit, especially where a central bank has no actual control or where no conventions as to rates exist. In Germany, for example, the maximum rates of interest on deposits and loans, while ostensibly fixed by the banks, are really under the control of the Banking Commissioner. Canada has still a usury law, and no bank may charge a rate of interest exceeding 7 per cent.

*Liquidating Institutions.*—Of institutions set up to help banks in difficulty or banks which fail, the Reconstruction Finance Corporation established in the U. S. A. in 1932 deserves special mention. It has rendered signal service to banks in difficulty, partly by furnishing new capital where



capital has been deficient and partly by providing loans against assets that are not eligible for rediscount at the Federal Reserve Banks. In this way, the Corporation has acquired considerable influence over banks it has helped. In Argentina, the Instituto Movilizador was established in 1935 for the purpose of taking over the frozen assets of commercial banks. A similar institution exists in Belgium and in Austria.

### SUPERVISING AUTHORITY

There are three main types of supervising authority. Firstly, inspectorates appointed by the Crown, which work in close co-operation with the government. Control is exercised by the state, and the central bank has little or no voice in the matter. This is the system which obtains in the Scandinavian countries and also in Canada. Secondly, there are the Banking Commissions composed of several members in countries like Belgium and Switzerland. Thirdly, in Germany and Italy, a highly centralized institution of control exists. In the U. S. A., there are a number of controlling authorities, but the Board of Governors of the Federal Reserve System is pre-eminent. Supervision of national banks is vested in the Controller of Currency who is appointed by the President on the recommendation of the Secretary of the Treasury. The supervision of state banks varies widely.

We have given a very brief account of some of the forms of legislative control over the activities of commercial banks. The question naturally arises as to how far such legislation is likely to achieve the object it usually has in view. Any system of legislative control has undoubtedly its disadvantages. In the first place, it may

encourage laxity on the part of bankers who may consider that their responsibilities end with the strict observance of legislative provisions. It has been aptly said that by framing legal regulations the state takes responsibility on itself and relieves the subject of it. In the second place, banking is a business which calls for the use of delicate judgement and great discretion. It cannot be reduced to uniform principles or rules which alone legislation can ensure. It also involves carrying of risk the proper assessment of which cannot be provided by law. In the third place, legislation like the deposit insurance scheme may induce weak institutions to undertake risk they should not. Such legislation may put a premium on the pursuit of evil practices by unsound banks and operate in practice against the interest of good banks. Lastly, there can be no truer saying than that good banking is assured, not by good laws, but by good bankers. The whole case in respect of bank regulation by legislation has been very well summed up by Allen in the following words': 'An honest and competent management cannot be attained by legal enactment, but rather by proper methods of recruitment and training, proper remuneration and conditions of work and a system which gives wide scope and high prospects to the talented. It is here that the British banks have succeeded while those of certain other countries have failed. So, too, an honest and efficient internal inspection system obviates the need for government examinations. It is believed that even in countries where legal regulation is most detailed, the ultimate success and efficiency of the banking system will be due more to the growth of such traditions in the banks themselves than to external control. Past experience has made

<sup>1</sup> op. cit., p. 49.



this evident for it has frequently happened that under the same banking law one of two banks has failed, while the other has emerged intact from the same crisis.'

### BANKING LEGISLATION IN INDIA

Joint-stock banks in India were governed until 1936 by the general provisions of the Indian Companies Act. There was no special statute governing banks. A departure was made in 1936. Although banks were subject to no separate statute, Part X-A of the Indian Companies (Amendment) Act of 1936 was devoted exclusively to banks. The main provisions of the Act relating to banking companies are:—

*Sec. 277 H.*—No banking company shall after the expiry of two years from the commencement of the Indian Companies (Amendment) Act, 1936, employ or be managed by a managing agent other than a banking company for the management of the company.

*Sec. 277 I.*—Notwithstanding anything contained in Section 103, no banking company incorporated under this Act after the commencement of the Indian Companies (Amendment) Act, 1936, shall commence business unless shares have been allotted to an amount sufficient to yield a sum of at least fifty thousand rupees as working capital and unless a declaration duly verified by an affidavit signed by the directors and the manager that such a sum has been received by way of paid-up capital has been filed with the Registrar.

*Sec. 277 K.*—(1) Every banking company shall maintain a Reserve Fund.

(2) Every banking company shall out of the declared profits of each year and before any dividend is declared transfer a sum equivalent to not less than twenty per cent of such profits to the Reserve Fund until the amount of the said fund is equal to the paid-up capital.

(3) A banking company shall invest the amount standing to the credit of its reserve fund in government securities or in securities mentioned or referred to in Section 20 of the Indian Trusts Act, 1882, or keep it deposited in a special account to be opened by the company for the purpose in a scheduled bank.

Provided that the provision of the Subsection shall not apply to a banking company incorporated before the commencement of the Indian Companies (Amendment) Act, 1936, till after the expiry of two years from the commencement of the said Act.

*Sec. 277 L.*—Every company shall maintain by way of cash reserve in cash a sum equivalent to at least  $1\frac{1}{2}$  per cent of the time liabilities and 5 per cent of the demand liabilities of such company and shall file with the Registrar before the tenth day of every month a statement of the amount so held on the Friday of each week of the preceding



month with particulars of the time and demand liabilities of each such day.

*Sec. 277 N.*—(1) The Court may on the application of a banking company which is temporarily unable to meet its obligations make an order staying the commencement or continuance of all actions and proceedings against the company for a fixed period of time on such terms and conditions as it shall think fit and proper and may from time to time extend the period.

(2) No such application shall be maintainable unless accompanied by a report of the Registrar.

Provided, however, the court may for sufficient reasons, grant interim relief, even if the application is not accompanied by such a report.

Section 277 L is not applicable to scheduled banks, that is, banks having a paid-up capital and reserve of an aggregate value of not less than Rs. 5 lakhs. They have instead to maintain with the Reserve Bank a balance which shall not at the close of business on any day be less than 5 per cent of the demand liabilities and 2 per cent of the time liabilities of such banks. They have also to submit both to the Reserve Bank and the Governor-General-in-Council a weekly return signed by two responsible officers, showing (a) the amount of its demand and time liabilities respectively in India ; (b) the total amount held in India in notes ; (c) the amounts held in rupee coin and subsidiary coin respectively ; (d) the amount of advances made and of bills discounted in India ; and (e) the balance held at the Reserve Bank.

The question of banking legislation was also considered by the Reserve Bank of India. In fact, it prepared a Draft Bank Bill and submitted it along with a memorandum to the Government of India in November, 1939. The consideration of the Bill was, however, postponed on account of the war. Nevertheless, it would be of interest to set forth the recommendations of the Reserve Bank for a Bank Act. The main suggestions are:

1. *Definition.*—A banking company should be defined as an institution which accepts deposits on current account or otherwise subject to withdrawal by cheque, and, further, that no company which does not do banking business shall use the word 'bank', 'banker' or 'banking' as part of its name.
2. *Capital.*—No banking company shall do banking business unless (i) it has a paid-up capital and reserve of at least one lakh of rupees, or if it does banking at any of the places hereinafter mentioned, an amount in respect of each such place of not less than (a) five lakhs of rupees at Bombay and Calcutta (b) two lakhs of rupees at other places with a population of over one lakh to be included in a list to be notified by the Reserve Bank of India and (c) twenty lakhs if it operates outside the State or province in which it has its principal office of business; provided that no banking company shall be required to have a minimum paid-up capital of more than twenty lakhs of rupees; (ii) its subscribed capital is not less than half of its authorized capital and its paid-up capital is not less than half its subscribed capital.

MAHARAJA SINGH CO.



3. *Reserve Fund*.—Every banking company shall maintain a Reserve Fund, and shall out of the declared profits of each year and before any dividend is declared, transfer a sum equivalent to not less than twenty per cent of such profits to the Reserve Fund until the amount of the said fund is equal to the paid-up capital.
4. *Cash Reserve*.—Every banking company shall maintain by way of cash reserve a sum equivalent to at least one and a half per cent of the time liabilities and five per cent of the demand liabilities of such a company.
5. *Assets*.—Every banking company shall maintain in cash or unencumbered approved securities valued at a price not exceeding the market price an amount which shall not at the close of business on any day be less than thirty per cent of the total of its time and demand liabilities ; provided that the statutory reserve of a scheduled bank shall be deemed to be cash for the purposes of this section.
6. *Liquidation*.—A number of provisions was suggested to expedite liquidation proceedings so that if a bank should fail, the depositor might get what was left with the minimum of delay and litigation expenses.

## CHAPTER XI

### CLEARING

SOME machinery for the handling of ' items ' such as cheques and drafts, payable by banks on each other, is essential in every developed banking system. Items payable at other banks may be dealt with in one of two ways, namely, collection or clearance. Collection involves the sending of these items to banks where they are payable, and receiving cash over the counter in exchange. Clearance, on the other hand, involves offsetting reciprocal claims against one another and settling merely such balances or differences as remain outstanding.

Clearance is usually effected through the agency of a clearing house. A clearing house ensures many advantages. These advantages may be compared to those which the clearing process of an individual bank ensures to its own clients. A clearing house prevents frequent and tedious walks by a bank's employees for the collection of cheques and drafts, the payment of the instruments in cash, and the consequent danger of loss in transit. It thus assures convenience and economy. Further, it avoids the necessity of holding by each bank of large till money with prejudicial effects on the efficiency of the banking system.

In Calcutta there are two clearing houses, one run by the Calcutta Clearing Banks' Association and the other by the Metropolitan Banking Association. The former serves only the larger banks in Calcutta, which are known as the clearing banks, and a few others which have been accepted as sub-members. The Metropolitan Banking Association owes its origin to the imperative need felt by non-clearing



banks in Calcutta to remove a crippling handicap on their business and prospects of expansion owing to the imposition of a charge by some of the clearing banks for the collection of cheques and drafts drawn upon non-clearing banks, and refusal on the part of some other clearing banks to collect them at all.

#### PROCEDURE OF CLEARING OF CALCUTTA CLEARING HOUSE

All cheques, bills and other documents payable at the office of a member or sub-member in Calcutta may be passed through the Clearing House. It is provided, however, that dividend warrants and telegraphic transfer receipts shall be accepted only at the first clearing, and, except on Saturdays, they cannot be returned through the special clearing. A sub-member is not entitled to deliver direct any document to be cleared on its behalf through the Clearing House. Documents of a sub-member must be submitted through its sponsor member whose representative in the Clearing House will incorporate such documents in the Clearing House Register of the sponsor member.

Each member or sub-member has to provide for the use of its representative attending the Clearing House a Register suitably ruled in which a record of the documents received and delivered by him in the Clearing House will be entered.

Each member enters into a separate delivery slip a list of documents, in detail, with the total number and amount thereof. This total is entered into the Register against the particular bank. This procedure is repeated in the case of documents received against all other member banks at each of the four daily deliveries from Monday to Friday and the three on Saturday. A representative of the

clearing member at the Clearing House hands over to a representative of each drawee member the documents deliverable to him together with a delivery slip ; the representative of each drawee member thereupon enters the documents in his Register. After comparing the delivery slips with the documents received and verifying the totals, each representative totals the receipts and deliveries in his Register, strikes a balance therein, showing the net amount due to or by his principal, and hands over the Register to the supervisor of the Clearing House, who then strikes the gross balance of the whole.

#### PROCEDURE OF CLEARING OF METROPOLITAN CLEARING HOUSE

The Metropolitan Banking Association conducts only one clearing on every working day through its Clearing House. Each member of the Association has allotted to itself a separate counter attended to by its clerk. Cheques or other articles payable on demand drawn on member banks and received by other member or non-member banks, whether members of the Calcutta Clearing House or not, have to be presented at the Clearing House between the hours of 11-45 a.m. and 1 p.m. on ordinary business days and between 11 a.m. and 12 noon on Saturdays. Although the clearing rules say that cheques and other articles, payable on demand, drawn on member banks and presented by members of the Calcutta Clearing Banks' Association, shall on presentation be either paid in cash or returned immediately with return slips, this procedure is not actually followed as it was found in practice to be inconvenient.

The procedure actually followed is as follows: Cheques and other articles received at the Clearing House are distributed to the representatives of the banks on which they are drawn. These representatives then leave for their



respective offices with the cheques and return to the Clearing House by 2 p.m. with either cash or return slips for articles that will be returned unpaid. The clerks and durwans of the collecting banks return to the Clearing House about this time, and all payments in cash are made and received between 2 p.m. and 3 p.m. Cheques not paid are returned with return memos.

All settlements, it will be noted, are effected in cash. Another peculiarity is that balances are not as yet struck between debits and credits of even member banks. Full amounts for cheques and other articles presented are paid or received in cash, excepting, of course, those which are returned unpaid.

In addition to the two Clearing Houses mentioned above, a brief reference may be made to two other forms of clearing. The first is a novel method evolved in Calcutta and is called 'Pioneer Clearing'. It is a form of clearing which operates within the jurisdiction of the Calcutta Clearing House but carries with it no official sanction or recognition. In theory, it is nothing but a private arrangement between a member bank and a non-member bank—an arrangement which may or may not be recognized by other member banks. In practice, however, it is recognized by other member banks. The arrangement consists in an instruction printed on the cheques or drafts of a non-member bank to the effect that these instruments may be collected through a particular clearing bank, and in other banks agreeing to follow this instruction.

The other form of clearing is the ancient one, known as 'Walks Clearing'. Instruments received for collection are sorted out under the head of different paying banks. Messengers are then sent round to present the instruments to the paying banks and obtain cash in return.

## CHAPTER XII

### THE MONEY MARKET

#### DEFINITION

A MONEY market is a market for the lending and borrowing of short-term funds. It is also a mechanism through which a large part of the financial transactions of a country is cleared. The term 'money market' may be used in two senses. In a broad sense, it includes all transactions for financing business of all types. In a narrow sense, it includes only short period financial transactions. When we speak of the money market, we refer to it in this narrow sense. It is a reservoir of short-term funds, and is concerned with the buying and selling of temporarily surplus funds.

The money market should be distinguished from what is described as the capital market. In practice, the two markets are often inter-related ; for, transactions originating in one market may be completed in the other. Thus, the payment of interest or dividend has its origin in the capital market but may exercise its influence on the money market in the same way as the repayment of commercial paper does. Notwithstanding this close relationship between the capital and the money markets, they fulfil different purposes. The money market is concerned with short-term funds used mainly for financing current business operations or short-period requirements of the government while the capital market deals with long-term funds required by industry or government. In addition to the difference between the two markets in respect of time, there is also a difference of institutional control. Thus, in most countries, a special set



of institutions deals in long term funds. Whether they are called investment bankers, money-lenders, brokers, mortgage bankers or by any other name, they constitute the various elements that go to make up the capital market in a country. A different set of institutions or agencies deals in short-period funds.

### NATURE OF THE MONEY MARKET

A money market should be distinguished from, say, a commodity market. It is neither so simple nor so highly organized as a commodity market is. A money market is indefinite in two ways. Firstly, it is unorganized in the sense that there is no formal trading place, purchases and sales being effected wherever a buyer and a seller come together and reach an agreement. Secondly, there is a more or less constant flux in the personnel of the market except for a few institutions which specialize in short-term funds such as brokers and agents. A money market has therefore been described as 'a loosely organized affair with a number of divisions and sub-divisions, each devoted to a particular type of credit operation and each constituting a separate market in itself. Each division of the market, however, is closely related to the others, and conditions in one affect the others'.

### COMPOSITION OF THE MONEY MARKET

In a broad sense, say Madden and Nadler,<sup>1</sup> a money market embraces a number of independently organized markets, which are directly or indirectly related to the capital market proper. In this broad sense, a money market may comprise the following individual markets : (a) the money market proper ; (b) the capital market ; (c) the commo-

<sup>1</sup> *The International Money Markets*, p. 109.

curities market ; (*d*) the foreign exchange market ; (*e*) the bullion market, especially in London ; and, to a lesser degree, (*f*) the shipping market, and (*g*) the insurance market.

Although the money market proper may thus be differentiated from the other markets, the close inter-relation between them should be borne in mind. The other markets support in various ways the money market proper. In these other markets are effected many business transactions which the money market finances, and without which a money market may not even be necessary.

The money market proper, which deals in short-term funds and with which we are primarily concerned, may again be divided into different sections. These subdivisions may vary in their content and importance from country to country. The main constituents of the London money market, for example, are: (*a*) the discount market ; (*b*) the acceptance market ; (*c*) the short-term government securities market: (*d*) the carry-over or contango market, that is, the extent to which operations of stock-brokers are financed by short-term loans from the money market. In New York, the main constituents of the money market are: (*a*) the commercial paper market ; (*b*) the acceptance market ; (*c*) the collateral loan market ; particularly the broker's loan market ; (*d*) the short-term government security market. In India, the money market proper has neither the significance nor the importance it has in London and New York. Its main constituents are: (*a*) the call money market ; (*b*) the short-term government security market ; (*c*) the broker's loan market and (*d*) the bill market. The bill market in Calcutta or Bombay is undeveloped, and the other sectional markets also are not very important. Without the inclusion of the collateral loan market, the operations of which cannot always



be included within the strict meaning of the short-term money market, the Bombay or the Calcutta money market loses much of its significance for the volume of operations in the other sectional markets is comparatively much smaller.

### REQUISITES OF A MONEY MARKET

The principal requisite of a money market on the supply side is that there should be a large volume of temporarily surplus funds. This is so because the funds may be recalled at any time. For example, if commercial banks have lent out money, they may have to recall it should depositors present them with a sudden demand for withdrawal of funds. The lender in the money market cannot therefore tie up his funds for a long period. Even though in actual fact he may not need these funds for a long time, he has always to be prepared for their sudden withdrawal. This necessity for quick availability of funds lent out in the money market can be met only if the total supply in the market is large. This consideration is not affected by the type of obligations in which funds are invested for even if they are first class bills or short-term government paper, it may be necessary at times merely to shift these loans, not liquidate them. For example, if a loan is given against the security of government paper to a stockbroker and it is recalled by the lender, the broker does not usually sell his security. What he does is to obtain a loan from a third party and pay off the original lender. The particular loan or debt still remains outstanding in the market, but is only shifted from one person to another. Such shifting of credit is facilitated by a large supply of funds in the money market. If the amount withdrawn from the market at any time is not large compared with the total available supply of funds, no effect of such withdrawal will be felt in the market. The amount

withdrawn will be made good by funds lying idle in the market or flowing into it from new sources. The interest rates will not in these conditions reflect the withdrawal. But if the amount withdrawn should be large in proportion to the available funds in the market, its effect will be seen on the interest rates, which will tend to rise. The greater the supply of funds in the market, the greater is the chance that shifting of credit will take place without unfavourable reactions on the market.

On the demand side, although conditions must differ from one country to another, mention may be made of certain common characteristics which money market obligations should possess. In the first place, the paper or obligation dealt with in the money market must be easily realizable. The paper may be absolutely safe, but unless it is readily realizable, it will not satisfy the requirement of a money market obligation. This is so because it may be necessary for the borrower to realize the paper in which he has invested his funds at a moment's notice. This quality in a security can be offered by short-term government obligations, first class bank bills, or by standardized agricultural commodities for which there is an active and firm market. Secondly, paper dealt with in the market must be short-term. This is necessary because the funds may have to be withdrawn at any time and the lenders cannot therefore afford to take the risk of fluctuations arising from changing interest rates. This risk can be guarded against only when the market paper has a maturity so short that money rate fluctuations will not make any significant change in the price of such paper. The third requirement of paper dealt with in the money market is liquidity. It is not essential that all the paper should be liquid, but the larger the volume of liquid papers, the better it is for the money market. For



the market will then be in a position to absorb without difficulty the ebb and flow of funds.

### INSTITUTIONAL ORGANIZATION OF THE MONEY MARKET

The money market may be analyzed on the basis of the different institutions engaged in lending and borrowing short-term funds. The nature of these institutions may differ from country to country. Further, the same institution may appear both as a borrower and a lender in the market. Nevertheless the following classification indicates the principal lenders and borrowers in the market. Among lenders may be mentioned:

1. *The Central Bank.*—It is the ultimate reservoir of funds and the lender of the last resort. In England and America, it deals, directly or indirectly, with banks only. On the Continent, particularly in France and Belgium, the Central Bank probably deals more with the public than with banks. In America member banks borrow directly from the Federal Reserve Banks, while in England, joint-stock banks do not approach the Bank of England directly, and the latter's influence on the money market is exercised through bill brokers and discount houses.
2. *Commercial Banks.*—They are the most important class of lenders in the market. They also figure at times as borrowers from the Central Bank, directly or indirectly. Most of the funds they lend to the market are received from depositors, and the major portion of these funds is withdrawable on demand. We have seen that these funds are invested in various

forms of assets. But it is in assets, which constitute what is called a banker's secondary reserve, that the money market is interested. The outlet for short-term funds differs in different countries. In England, these funds are mainly loaned to bill brokers and discount houses or invested in the purchase of acceptances and Treasury Bills. In the U.S.A., these funds are loaned to the acceptance, commercial paper and brokers' loan markets. On the Continent, short-term funds are utilized in financing stock-market transactions and purchasing two-name trade bills, which upon endorsement by banks become eligible for discount at the central bank.

3. *Institutional investors*, such as savings banks, insurance companies, trust companies and investment trusts. These institutions differ from commercial banks in that their funds are generally not withdrawable on demand, yet they consider it necessary to maintain some portion of their funds invested in liquid assets. This amount finds its way into the money market.
4. *Private individuals, partnerships and corporations*.—Under ordinary circumstances, this group does not find investment in the money market profitable on account of low interest rates prevailing there. If, for certain reasons, interest rates in the money market rise and become attractive, this group may divert some portion of their surplus funds to the money market. This happened during the Wall Street boom of 1928-29.



The borrowers in the money market must naturally be limited in number for they have to satisfy certain stringent conditions in the paper which lenders in the money market will accept. For example, the paper must be absolutely liquid, easily realizable and of short maturity. In London, these conditions are fulfilled by such borrowers as bill brokers, discount houses and dealers in acceptances and Treasury Bills. In New York, the principal borrowers are stock brokers and security and acceptance dealers. In the leading financial centres on the Continent, security dealers and the smaller financial institutions are the chief borrowers in the money market.

#### CENTRAL BANKS AND THE MONEY MARKET

Every money market is to a larger or smaller extent subject to the control of the central bank. The nature and method of this control may vary from country to country and has been explained in Chapter IX.

#### SERVICES OF THE MONEY MARKET

A money market occupies a very prominent position in and renders many useful services to the national economy of a country. It is a mechanism through which surplus funds are pooled together. It offers the commercial banks and other financial institutions the means of temporarily employing their surplus funds in easily realizable assets, and also constitutes a reservoir from which funds may be obtained in times of special need. Its services to a nation are comparable to those of a bank to a locality. The money market renders signal service to the government. It enables the government to obtain short-period funds to tide over temporary difficulties. In its absence, the government would have been obliged to obtain funds either by borrowing from

the central bank or by issue of currency notes. Both these processes would have had inflationary consequences, and would thus be harmful to the national economic interest. In a good money market even foreign governments may secure short-term funds for meeting their temporary needs. Lastly, the inter-relationship between the money and the capital markets may be emphasized. The existence of a good money market often facilitates operations in the capital market. The money market sometimes helps the carrying of long-term securities for short periods before they are absorbed by the capital market. Further, conditions in the money market and the rates of interest obtaining there have an important bearing on conditions and interest rates in the capital market.





PART II

FOREIGN MONETARY SYSTEMS





## CHAPTER XIII

### THE MONETARY SYSTEM OF GREAT BRITAIN

THE monetary system of a country comprises all banks including the central bank, and other credit institutions which exist therein for the purpose mainly of dealing in short-term credit. In Great Britain, the component elements are the Bank of England, joint-stock banks, certain other banks, acceptance houses, discount houses and bill-brokers. We shall now examine these institutions which create or sell credit in the London market.

#### THE BANK OF ENGLAND

The Bank of England is the oldest central bank in the world and the nerve centre of the London, and also of the international, money market. Before the last Great War, it was the mainstay of the international gold standard.

Among central banks, the Bank of England occupies a unique position. It is a private institution practically independent of any form of legal control except in respect of its powers of issuing bank notes and granting loans to the state. It owed its foundation in 1694 to the difficulties of the government of the day in securing subscription to State loans. In consideration of a loan of £1,200,000 to the government of William III, a group of private bankers was granted, by an act of Parliament and a Royal Charter, on July 27, 1694, the right to organize a joint-stock company under the name of 'The Governor and Company of the Bank of England'. This is still the official name of the Bank of England. Subsequent extensions of the Charter coincided with the grant of additional loans by the Bank to the government. Finally, by the Bank Act of 1844, the



Bank's Charter was extended for an indefinite period subject to termination by a year's notice and the repayment of the debt amounting to £11,015,100 due to the Bank by the state.

*Management.*—The Bank is administered by a board of directors known as the Court of the Bank of England. The Court consists of a Governor, a Deputy-Governor, and twenty-four members. In theory, the Court is appointed by the shareholders, but in practice the new directors are recommended by the Court, and its recommendation is simply confirmed by the votes of the shareholders. All are nominally elected for one year only but may be re-elected and are in fact re-elected from year to year. In pre-war days, the offices of the Governor and the Deputy-Governor were given in rotation for a period of two years, the Deputy-Governor succeeding the Governor, and the oldest director not in office becoming the Deputy-Governor. There have been deviations from this practice during the last War, while Mr Montagu Norman has been re-elected Governor year after year since 1920.

#### OPERATIONS OF THE BANK

The Bank of England is practically free to carry out any operation that it likes or considers advantageous. It enjoys a peculiar position as a central bank, for while it carries the prestige of a government institution, it virtually retains the freedom of action of a private bank. Such restrictions as are imposed upon it are to be traced to the Bank Charter Act of 1844. In fact, the principal provisions of this law still regulate the operations of the Bank of England. In the first place, the Act gave the Bank the exclusive right to issue notes, subject to the existing note-issue privileges of the country banks. It further provided that if, after the pas-

sing of the Act, any country bank should cease to issue notes, the Bank would be empowered to increase its fiduciary issue by two-thirds of the lapsed issue. The note-issue privilege of all the country banks gradually lapsed, and the fiduciary issue of the Bank of England was finally raised in 1923 to £19,750,000. Secondly, the Act split the Bank into two separate departments: the Banking Department and the Issue Department. Notes issued by the Bank, apart from the fiduciary issue, had to be secured under the Act cent per cent by gold. By the same Act, the Bank was compelled to buy gold at the fixed price of £3 17s. 9d. per standard ounce. The Bank was also obliged to publish a weekly statement of its affairs in a specified form.

#### THE NOTE ISSUE

One of the principal functions of the Bank of England, as a central bank, is that of note-issue. By the Act of 1844, the amount of notes the Bank could issue against securities, that is, the fiduciary issue, was rigidly fixed at £ 14 millions. Any further issue of notes had to be covered by gold bullion or coin. Since 1844 and until 1914, no provision existed in England for the automatic increase of note issue either in times of exceptional stringency or to meet the demand for additional currency arising from the normal economic progress of the country. This inelasticity was remedied largely by the growth of the cheque habit and the creation of bank money. But, even so, periodic crises occurred owing to the rigid provision of the Bank Act. Thus, serious crises which occurred in 1847, 1857 and 1866 were relieved, not by assistance of any provisions of the Act, but by their suspension, whereby the Bank was permitted to increase its fiduciary issue of notes. Again, during the crisis of 1914, at the outbreak of the last Great War, the Bank Act proved



a failure. The Government was prepared to suspend it again. But the emergency was met instead by the creation of a new form of money in order to satisfy the rising demand for cash. This amounted virtually to a suspension of the Bank Act. The Treasury was given authority to issue currency notes in denomination of £1 and 10s., leaving the amount and manner of issue to the discretion of the Treasury. These currency notes issued by the Treasury, also known as Bradburies, superseded the gold sovereign, which disappeared from circulation.

Critics of the Bank Act of 1844 pointed to these difficulties as a justification of their contention that the provisions of the Bank Act were extremely rigid and unsuited to modern requirements. Although during the difficult years between 1914 and 1928 the position was modified by the issue of Treasury notes, critics pointed out that it confirmed their argument about the inadequacy of the Bank Act as the basis of the country's credit system. It was also suggested that the inelasticity of the British currency system was partly responsible for the prolonged post-war depression in Britain, while the more elastic system of the U.S.A., it was contended, had made possible the expansion of credit to keep pace with business requirements.

In 1918, the Cunliffe Committee inquired into the conditions of currency and foreign exchanges after the War. It generally supported the underlying principles of the Peel Act of 1844, but conceded that modern conditions demanded a greater degree of elasticity in the currency mechanism. The main recommendations of the Cunliffe Committee were: (a) the absorption of the Treasury currency by the Bank of England; (b) adherence to the principle of a legally fixed fiduciary issue as stipulated in the Bank Act of 1844; (c) the retention of the elasticity provision of the Currency

and Bank Notes Act of 1914, which permitted the Bank of England, with the consent of the Treasury, to issue notes temporarily in excess of the fiduciary limit ; and (d) a return to the gold standard as soon as the Bank of England could successfully maintain a stock of gold not less than £150 millions.

The recommendations of the Cunliffe Committee were generally accepted and embodied in two Acts. By the Gold Standard Act of 1925, the gold bullion standard was introduced, and the Bank was obliged to sell gold in quantities of 400 ounces or more at £3 17s. 10d. per standard ounce and buy gold at £3 17s. 9d. per ounce. The Gold Standard Act abolished the free coinage of gold.

*Currency and Bank Notes Act, 1928.*—The other Act, which was enacted following the report of the Committee on the Currency and Bank of England Note Issues, 1925, was the Currency and Bank Notes Act, 1928. This Act amalgamated the two types of notes in circulation, the Bank of England and the Treasury notes, and fixed the fiduciary issue at £260 millions. This figure represented approximately the combined amount of the maximum fiduciary issue of the Bank of England and the Treasury notes for 1927. All currency notes outstanding on November 22, 1928 were transferred to the Bank, which was also authorized to issue £1 and 10s. notes. The Act also provided that the fiduciary issue of £260 millions might include silver coin to an amount not exceeding £5½ millions. In the second place, the Act made provision to assure some degree of elasticity in the note issue. Thus, authority was given to the Treasury to permit a reduction or increase of the fiduciary issue. The Treasury minute authorizing such issue must be laid before both Houses of Parliament. Any authority so given is applicable for a period not exceeding



six months, but it may thereafter be renewed for a further period of six months, provided that no expansion or contraction of the fiduciary circulation shall exist for more than two years without express Parliamentary sanction.

*The Currency and Bank Notes Act, 1939.*—The Currency and Bank Notes Act, 1939 which came into force from March of that year has brought about a noteworthy change in the note issuing system of Great Britain. The essence of the change is that in future the assets backing the Bank of England note circulation—gold and securities—are to be revalued each week at market prices and that any discrepancy between the resulting figure and the amount of notes outstanding is to be remedied not, as hitherto, by adjusting the issue to the backing, but by exactly the reverse process, namely, diminishing or increasing that backing, as the case may be, through transfers of gold or securities to or from the Exchange Equalization Account. Thus it is the outstanding volume of notes issued which becomes the determinant factor in the position of the Issue Department of the Bank of England. The note issue is no longer to be determined automatically by changes in the volume of the gold reserve.

The main provisions of the new Act are those relating to the revaluation of the assets in the Issue Department and to the consequent adjustment of the fiduciary issue. The revaluation is to take place on the basis of market prices certified by the Bank of England. The first revaluation under the Act took place immediately after it received Royal assent. The initial operation, on the basis of the gold price then prevailing, raised the gold reserve in the Issue Department from £126 millions to £221 millions. In order to neutralize this surplus of £95 millions the fiduciary issue was reduced from the figure of £400 millions to £300

millions which in future will be the 'normal' fiduciary issue, replacing the figure £260 millions provided for under the Currency and Bank Notes Act of 1928. The new measure maintains the existing provisions for varying the fiduciary issue by Treasury minutes. The immediate net effect of the gold revaluation and of the reduction in the fiduciary issue would thus have been to cancel some £5 millions of notes and correspondingly to reduce the reserve in the Banking Department. But to maintain the note issue at its former level, and in consequence to prevent a sudden contraction in the Reserve, the Bank of England bought some £5 millions gold from the Exchange Equalization Account. The new Act provides specially for such operations, stating that any gold bought or sold between the Issue Department and the Account is to be priced at the last weekly valuation of the Department's gold holding. Thus the authorities will have complete freedom to vary the amount of notes in issue by shifting gold to and from the Issue Department as well as by changing the fiduciary issue. There would thus be greater freedom of action.

It should be emphasized that the new Act does not in any way prejudice the question of ultimate stabilisation. Further, it neither imposes any new restrictions on the issue of notes nor removes any restrictions that are now in existence. It is true that the authorities have very large powers to alter the note issue, since they can buy and sell gold between the Account and the Department without recourse to the market and can alter the fiduciary issue, at least temporarily, by order. But these powers are not conferred upon them by the present Act. The first is implicit in the Finance Act of 1932, which set up the Exchange Equalisation Account, and the second was conferred by the Currency



and Bank Notes Act of 1928. Between them, these powers create a very elastic system of note issue ; but the present Act neither adds to its elasticity nor subtracts from it.

The new Act, however, is the first explicit recognition of the principle that it is the size of the note issue that determines the size of the reserve, and not *vice versa*. This principle is explicit in the short run in the provision for week-by-week adjustment of the reserve and it is implicit in the long run too, for there is no doubt that if the public were to demand more notes than the total fixed under the Act, gold would be sold to the Department or the fiduciary issue raised.

### THE TWO DEPARTMENTS

By the Bank Act of 1844, the Bank of England has been divided into two separate departments, one for the issuing of notes and the other for ordinary banking business. This division is also useful in the allocation of the profits of the Bank. For the profits of the Issue Department go to Government, while the profits of the Banking Department are available for distribution to shareholders.

The activities of the Bank in both its Issue and Banking Departments are revealed in its weekly return. The following is the Bank return for the week ended February 3, 1937.

### ISSUE DEPARTMENT

NOTES ISSUED:	£		£
In Circulation ...	457,311,181	Government Debt	11,015,100
		Other Government Securities ...	187,879,503
In Banking Department ...	56,349,479	Other Securities ...	1,091,347
		Silver Coin ...	14,050
		Amount of Fiduciary Issue ...	200,000,000
		Gold Coin and Bullion ...	313,660,660
	<u>513,660,660</u>		<u>513,660,660</u>

## BANKING DEPARTMENT

	£		£
Proprietor's Capital ...	14,553,000	Government Securities ...	80,449,242
Rest ...	3,607,319		
Public Deposits ...	12,214,103	Other Securities—Discount and Advances ...	8,520,709
Other Deposits—Bankers 96,105,653		Securities ...	18,927,669
			27,448,378
Other Accounts 38,273,601		Notes ...	56,349,479
	134,379,254	Gold & Silver Coin ...	506,577
	<u>164,753,676</u>		<u>164,753,676</u>

## ISSUE DEPARTMENT

*Liabilities.*—Notes issued represent the entire liability of the Bank. Notes in circulation consist of notes in the hands of the public and in the vaults of banks. Notes held in the Banking Department are not in circulation, and represent the difference between the total notes issued and the notes in circulation.

*Assets.*—The assets held as cover against notes are divided into (a) the fiduciary portion and (b) gold. The fiduciary issue is backed chiefly by government securities and silver coin which must not exceed £5½ millions. *Government debt* represents the loans made by the Bank directly to the government. *Other government securities* consist of government bonds, Treasury Bills, etc., while *other securities* include commercial bills, bonds, stock and foreign exchange. *Gold coin and bullion* represent the monetary stock of gold of the Bank and constitute the cent per cent cover which must be maintained against notes issued in excess of the fiduciary issue.



## BANKING DEPARTMENT

## LIABILITIES

*The Proprietors' Capital.*—Like the Government Debt, this also has been unchanged since 1833. It is represented by fully-paid stock, which earns about 12 per cent on the nominal amount.

*The Rest* is a general reserve of the Bank, representing the accumulation of undivided profits, and the balance of the Profit and Loss account. It is never allowed to fall below £3,000,000, and its gradual increase during the year gives stockholders some indication of the profit likely to be available for distribution.

*Public Deposits* represent the sums standing to the credit of the Government Departments. They vary with the collection of income-tax, payment of dividends on Government stock, etc., while an important influence upon them is the incidence of Treasury bill payments and maturities.

*Other Deposits* are the deposits of the Bank's other customers, including the balance of the other banks whose business is primarily domestic in character, shown separately as 'Bankers' Accounts'.

Movements in the item 'Bankers' Accounts' afford a fair indication of the disposable funds of the money market, and of the trend of financial affairs. Usually, Public Deposits and Bankers' Accounts vary inversely. Amounts paid by the Government as interest and dividend out of the former help to swell the latter, whereas Bankers' Accounts are decreased and Public Deposits swollen when income-tax payments begin to flow in. The relation between these two items was very marked on the issue of War Loans, for these added enormous amounts to Public Deposits at the expense of the balance of the other banks. At times, however, the

relation has been obscured by heavy borrowings on the part of the Government from the Bank, causing public deposits and government securities to increase together.

In general, a high level of Bankers' Accounts indicates that the banks have a large surplus of unemployed funds, and is usually coincident with low interest rates and cheap money. If a monetary crisis or a disturbance of credit is impending, Bankers' Accounts may rise suddenly at the same time as the Bank rate; the rise in the Bankers' Accounts indicates that bankers are strengthening their position by calling in loans or realizing securities, whilst the rise in the Bank rate indicates that the Bank finds it necessary to raise the rate of interest in order to protect its Reserve, check borrowing and restrict credit.

### ASSETS<sup>1</sup>

*Government Securities* represent the extent of the Bank's investments in British Government stocks and Exchequer and Treasury Bills. They include also loans to the Government on 'Ways and Means Advances' and 'Deficiency Bill', a mode of borrowing money originally used to finance Government expenditure until the tax payments came in, and much resorted to during and after the War to tide over temporary shortage.

*Other Securities* include the investments of the Bank in securities other than those under the first heading, and also advances to bill brokers and its customers other than the State.

Other Securities are sub-divided into *Discounts and Advances* and *Securities*, and the sub-division makes it possible to form a clearer idea of market indebtedness.

<sup>1</sup> See E. Thomas: *Banking and Exchange*, pp. 143-45.



*Discounts and Advances* are increased when the market borrows from the Bank, that is, when loans are taken or when bills are discounted on the market's initiative. On the other hand, when the Bank buys bills on its own initiative as part of its open market policy, the increase appears in *Securities*—in 'Government Securities' when it consists of Treasury Bills and in 'Other Securities' when it comprises commercial bills.

A rise in Bankers' Accounts coincident with a rise in Discounts and Advances is generally evidence that bankers are strengthening their position. This drives market borrowers to the Bank for accommodation (in which event the market is said to be 'in the Bank'), thus causing an increase in Discounts and Advances to coincide with an increase in Bankers' Accounts through the accumulation of funds in the hands of the banks.

*Reserve.*—The last two items on the assets side, namely, notes and gold and silver coin, constitute what is known as the Bank's Reserve. The Reserve is the basis for the expansion of credit by the Bank, and, under normal conditions, it is the key to the Bank rate. The amount of notes held in the Banking Department is the stock which banks can use for meeting their cash withdrawals. It also represents the amount of gold which the Bank can lose without any reduction in notes in circulation or expansion of the fiduciary issue. In normal times the position of the Reserve affords an indication of the discount and open market policy to be pursued by the Bank.

Since the abandonment of the gold standard, and also under abnormal conditions, the Reserve has ceased to be a determining factor in discount policy. Thus in December 1932, when the British Government paid its War Debt

Annuity to the U. S. A., the Reserve sharply declined but the discount rate remained unchanged at 2 per cent.

The ratio of the Bank's Reserve to its deposit liabilities is known as the 'proportion'. It may be compared to the cash ratio of a commercial bank. Since, however, the whole credit system of the country depends upon the liquidity of the Bank, this 'proportion' is considerably higher than the customary commercial bank's ratio. It is not prescribed by law. But before 1914, it was maintained at from 45 to 55 per cent. From 1914 to 1927 the average proportion ranged from 14 to 34 per cent. Since 1927 it has again increased. In the returns quoted above, the proportion stands at about 39 per cent.

## II.—THE JOINT-STOCK BANKS

The joint-stock banks, sometimes also referred to as deposit or commercial banks, are, next to the Bank of England, the most important constituent of the London money market. These are the banks with which the public in general deals. They receive deposits from the public and are the chief lenders to trade and industry, the financial market and other borrowers. The establishment of joint-stock banks in London dates from 1833. As the advantages of joint-stock banking and the greater stability it offered to customers as compared with private banking were realized, there set in an amalgamation movement which has continued till recent times. In 1890, there were in England 104 joint-stock banks operating with 2,203 branches, while at the end of 1913 the number of banks was 43 with 5,797 branches. After 1917, there was a tendency for amalgamation to take place between the big joint-stock banks. Public opinion



was disturbed at the prospect of further concentration culminating in a 'money trust'. A Committee was set up by the Treasury in 1918 to inquire into the dangers of the amalgamation movement. The committee recommended the adoption of legislation with regard to the submission of any proposal for further amalgamation for the approval of the Treasury and the Board of Trade. A Bill was drawn up for the purpose but it was withdrawn before it became law in view of an understanding arrived at between the banks and the government to the effect that no further arrangements for amalgamation would be entered into without the consent of the Treasury. The number of banks has, however, declined since the end of the last Great War. Since 1928, the number has remained stationary at sixteen.

Of the joint-stock banks, the five biggest banks popularly known as the 'Big Five', control by far the largest banking resources of Great Britain. They are responsible for about 80 per cent of the bank deposits in England and Wales.

The five biggest banks are the Midland, Barclays, Lloyds, Westminster and the National Provincial. These along with six others are the London clearing banks, for they are the only members of the London Clearing House. The policy of an English commercial bank, it has been said, is a compromise between three conflicting aims, namely, profitability, security and liquidity.

The deposits the commercial banks receive are of two kinds, balances on current account and balances on deposit account; the latter cannot usually be withdrawn on less than seven days' notice. The assets are distributed after providing for cash over a variety of forms so as to secure two main objects, firstly liquidity and secondly profit. The

usual percentages of the London clearing banks' assets to their deposit liabilities are of the following order:

Cash on hand	..	...	5 per cent.
Balance at Bank of England	...	..	5 per cent.
Balances with other banks and items in process of collection	...	...	3 per cent.
Money at call and short notice	...	...	7 per cent.
Bills discounted	...	...	14 per cent.
Investments	...	...	16 per cent.
Loans and Advances	...	...	50 per cent.

### III.—OTHER BANKS

Banks other than the British joint-stock banks may be grouped into four main classes:

(a) *Private Banks*.—These banks very much dwindled in importance since the development of joint-stock banking. Most of the private banks that existed were either liquidated or absorbed by joint-stock banks. These banks not only undertake ordinary commercial banking business, but also frequently underwrite domestic and foreign capital issues.

(b) *Colonial and Dominion Banks*.—This group consists of those imperial banks whose head offices are in London and whose activities are centred in some part of the Empire, and of those dominion and colonial banks which have opened offices in London. These banks finance foreign



trade, and act as financial and fiscal agents for loans raised by their respective countries in the London money market. These banks are an important constituent of the London money market, for they not only originate bills of exchange but also figure as buyers of bills and thus contribute to the international character of the market.

(c) *Anglo-Foreign Banks*.—These banks are formed in London under British law to facilitate international business, generally with a given country. They may again be subdivided into two further groups: the Anglo-South American banks and others. The Anglo-South American banks carry out operations similar to those undertaken by banks of the British Empire. The second sub-group consists of banks of very different types established since the last Great War, important among which are the British Overseas Bank Ltd., the Anglo-International Bank Ltd., the Anglo-French Banking Corporation, the Imperial Bank of Iran and the London and Eastern Trade Bank.

(d) *Foreign Banks*.—This group includes all banks with head offices outside the Empire and having their offices in London and those banks which have been constituted under English laws but are controlled by foreign shareholders. No restrictions are imposed in England on foreign banks either in respect of establishing branches or their activities, nor are they subject to any special taxation. Like banks in the second group, branches of foreign banks supply bills

of exchange to the market, transact foreign exchange business, and place their surplus funds in the short-term market. They bring a substantial business to London because a large portion of the foreign trade of their respective countries is financed through them.

#### IV.—ACCEPTANCE HOUSES

The acceptance houses are essentially merchant bankers. In their origin, they were merchant traders of international repute, and their acceptance business developed subsequently out of their business as pure merchants. Sir Robert Kindersley tendering evidence before the Macmillan Committee said, 'Practically every acceptance house of old standing in this country commenced purely as merchants trading with foreign countries and a great many of them, most of them, I think, are of foreign origin. To-day a great majority of them are of English nationality and have merged their personalities in the country'. In view of their business association with various countries, these wealthy merchant traders were in a position to obtain reliable credit information about other traders in those countries, and were thus willing for a commission to lend their names to, or accept, the bills of the smaller merchants. Finding this business profitable, these merchant traders gradually gave up their activities as merchants and developed more and more as acceptors of bills.

The principal function of acceptance houses is, of course, accepting bills of exchange, thereby guaranteeing that the bills will be paid on maturity. Although they do not confine their activities to any particular country or commodity, yet each house specializes in trade in a certain commodity and with some particular country.



The international reputation of the London accepting houses combined with the exceptional discount facilities available in London and the maintenance of the free gold market, led to the use of the sterling bill for international transactions all over the world, and not merely for transactions in which England is concerned either as importer or exporter, for bills always tend to be discounted in the market in which they are accepted. In view of the profitability of acceptance business, joint-stock banks have been actively competing for this work, which formerly was confined almost entirely to the accepting houses.

Acceptance business suffered considerably during the few years prior to the outbreak of the present war. The growth of economic nationalism resulting in a dwindling of international trade, imposition of foreign exchange restrictions in many countries and a standstill in international capital movement, adversely affected the business of accepting houses. Some of the accepting houses have, therefore, tried to develop new lines of business, such as banking proper or underwriting of new issues, but not always with success. It has also been suggested that, if the international trade bill should seriously fall off, the accepting houses should devote greater attention to developing the domestic trade bill. The accepting houses depend for their prosperity upon the financing of international trade through the London market. If a policy of economic nationalism should become supreme, the accepting houses will either gradually disappear or will have to develop new lines of activity.

#### V.—DISCOUNT HOUSES AND BILL BROKERS

The organization of the discount market is the most characteristic feature of the London money market. London as a money market is unique in having a group of individuals

and firms, whose sole business is to discount bills of exchange. No other money market possesses such highly developed facilities for both borrowing and lending on the security of bills. In describing the unique character of the London discount market Truhtil<sup>1</sup> says, 'The London discount market is the most remarkable feature of the City, and is an institution which has no equivalent in any other financial centre. It forms a sort of reservoir whose waterline registers the ebb and flow of monetary currents. The circle of houses which specialize in the practice of discounting constitutes a market wherein the offers of and demands for bills are adjusted against the offers and demands for money on day-to-day or short notice. They are the intermediaries through which the two markets, the *money market* and the *discount market* can communicate and complement each other.'

The bill brokers are essentially intermediaries and act as a buffer between joint-stock banks and the Bank of England. They borrow money from the short-term market and employ the funds in discounting bills at a higher rate ; the difference between the two rates constitutes their profit. The bills are domestic trade bills, international trade bills and Treasury Bills. They mature in between one and six months, the majority maturing in three months.

The discount market consists of (a) discount houses ; (b) private firms, and (c) running brokers.

Of discount houses, there are three big public and four private companies. The three large public discount houses are Alexander's Discount Co., Ltd., the National Discount Co., Ltd., and the Union Discount Co., of London, Ltd. The resources of these companies consist partly of their own capital but mostly of the deposits they receive from the

*British Banks and the London Money Market*, p. 110.



public. They allow on their deposits a rate of interest slightly higher than that paid by joint-stock banks. In case of need, they may also borrow from the market for a day or for a week. The discount houses do not invest all their funds in bills. They retain a small reserve of cash in hand and in the bank, and a larger amount of short-dated gilt-edged securities. The greater part of the bills bought by these companies are for the purpose of holding, but some are retailed to banks.

The second group of firms consists of seventeen private firms of bill-brokers which buy and sell bills on their own account. They discount bills mainly with the object of selling them again to banks at a rate of discount slightly lower than that at which they themselves have discounted the bills. They transact their business mostly with borrowed capital, and thus appear in the market as borrowers of short-term money and dealers in bills. These bill brokers and the discount houses are in fact the chief users of money at call and short notice which is an important item in all bank balance-sheets.

There are, in the third place, a few running brokers in the discount market. They operate only as intermediaries between the buyers and the sellers of bills, and never act on their own account. They work on commission basis and need very little capital of their own. They have an intimate knowledge of the makers as well as of the buyers of bills, and are thus useful members of the money market.

#### THE BANK OF ENGLAND AND THE MONEY MARKET

We have already explained in chapter IX how the Bank of England controls credit. This control, it may be emphasized, works out through the machinery of the discount market. Whenever joint-stock banks want to replenish their cash, they usually call in some part of these loans to the

discount market. If only one or two banks were to call in their loans, bill brokers might obtain funds from other banks. But this is not possible when all the banks begin to 'withdraw their funds from the market. The bill brokers are then compelled to obtain money from the Bank of England, either by obtaining an advance at usually a half per cent over the Bank rate, or by rediscounting some of their bills. At such a time the market is said to be 'in the Bank.'

It may be mentioned here that since about 1931, the staple of the short-time money market has undergone a considerable change. The trade bill has fallen off, and the bills held by the discount market are mainly Treasury Bills. As the yield on these bills is very low, bill brokers have been obliged to increase their holding of long-dated securities.

#### THE EXCHANGE EQUALIZATION ACCOUNT

The Exchange Equalization Account or Fund was set up to offset speculative movements in the sterling exchange. After the abandonment of the gold standard in 1931, sterling was exposed to both ordinary and speculative fluctuation. As this was detrimental to the national interest, the Exchange Equalization Account was brought into being on June 24, 1932. In announcing the plan for establishing such an Account, the Chancellor of the Exchequer said in the House of Commons, 'It is essential for us to hold adequate reserves of gold and foreign exchanges, in order that we may meet any sudden movement of short-dated capital and check and repel the speculative movements.' In asking Parliament to authorize the establishment of the Account, he again said, 'The details of assets in the Account will not be published, but they may take various forms, either gold or sterling securities or foreign exchange. The new powers



combined with the powers already possessed by the Bank—on which of course the main responsibility for the management must continue to rest—will enable us to deal far more effectively than we have done hitherto either with an unwanted inflow of capital or, if the alternative should again arise, with an outflow of capital from this country.' The Account is thus intended to smooth out temporary fluctuations, while not interfering with the real causes that affect long-term trend.

Although supposed to be a department of the Treasury, the Account is managed by the Bank of England. It began in June 1932 with assets of £150 million Treasury Bills, and added yet another £200 millions in June 1937. At the very beginning, the Account took over the Bank of England's foreign exchange holdings against payment made in Treasury Bills. This operation relieved the Bank of its holding of fluctuating assets and provided the Account with considerable foreign exchange reserve. The Account also indemnifies the Bank from time to time for losses sustained in repaying foreign credits, for example, losses incurred by the Bank in connexion with repayment of credits obtained from the Bank of France and the Federal Reserve Banks in 1931.

The account works in the following manner. If it should want to offset capital inflow, that is, a demand for more sterling, it provides the extra sterling required by selling some of its Treasury Bills. It gives up sterling and acquires foreign money which is being offered against sterling. It then uses this foreign money to purchase gold. When capital tends to flow out, the Account can offset this outflow by releasing some of its gold, and getting back sterling in exchange.

The establishment of the Account has had another ad-

vantage. The Account, for example, can sell gold with a view to prevent a depreciation of the pound without disclosing the fact, for the details of its working are not published. But sales of gold by the Bank would be reflected in its weekly statement. London has thus two reserves of gold and foreign exchange: that of the Bank of England which influences domestic credit conditions, and that of the Exchange Equalization Account which fluctuates according to inflow and outflow of foreign funds without affecting domestic credit conditions.

### LONDON AS AN INTERNATIONAL FINANCIAL CENTRE

In spite of the threat of Paris and New York during a period of over a decade after the termination of the last Great War, London has continued to occupy a pre-eminent position among international money markets. There have been periods when this supremacy has been challenged by Paris and New York, but in the end London has emerged successful. Various factors are responsible for the leadership of London in the international money markets. In the first place, London's supreme position is a direct result of the financial and economic development of Britain. It is the greatest *entrepôt* centre in the world. It developed its industries and transport and banking services long before other nations appeared on the field. Its shipping and insurance services have world-wide ramifications and are taken advantage of by many foreign countries. Great Britain possesses some of the most important commodity markets in the world, such as Manchester for cotton, Liverpool for grain and London for metal. As the metropolis of the Empire, it occupies a very important place as the market for most of the exotic products of the world, such as rubber, ivory, tea, jute, soya, spices and shellac as well as for wool and sheep-



skins. It has further the most well-developed short-term money market in the world and a world-wide insurance organization. Its acceptance and discount markets are responsible for international trade bills being generally drawn in sterling and financed through British financial institutions. Lastly, no other financial centre in the world has the experience and training of London to handle international financial transactions. All these factors have contributed not only to the attainment by London of the leadership in international finance but also to the maintenance of this position by it, in spite of the vicissitudes she suffered during about a decade following the last Great War. It remains to be seen whether in the altered circumstances which the present war is bringing about, London will be able to maintain its supremacy over New York after this war.

## CHAPTER XIV

### THE MONETARY SYSTEM OF THE U.S.A.

THE monetary systems of the U. S. A. and Britain reveal, like their respective political constitutions, one characteristic difference. • In Britain, the monetary system is the product of a slow evolutionary growth. In the U. S. A. it is essentially a creature of statutes. It may be added that in the monetary and banking systems that have been set up in various parts of the world during the last two decades or so, the American system has served as a model and has played an important rôle in most cases.

#### I.—THE FEDERAL RESERVE SYSTEM

It is a peculiarity of the American monetary system to be found nowhere else in the world that it possesses twelve central banks instead of one. These banks are known as the Federal Reserve Banks, and are the most important single factor in the American monetary system.

We may very briefly recapitulate the banking development in the U. S. A. before the passing of the Federal Reserve Act of 1913. The first type of banks established was what are known as land banks. They owed their formation to the fact that the early settlers had no asset other than land to offer. The next development in American banking is the formation of state banks, that is, banks formed under the various state laws. There were two classes of state banks, one in which the state in which the bank was formed participated, and the other consisted of banks whose capital was wholly subscribed by the public. All these banks could issue notes, and as there was no legal



obligation to maintain specie in reserve against notes, many of them came to grief. With a view to bring some uniformity into the banking and currency system of the country, the National Bank Act of 1863-64 was passed. The Act brought the national currency under Federal control. National banks which were formed under charters received from the Federal government under the National Bank Act could issue notes against government bonds deposited by such banks with the Treasury. Although not full legal tender, these notes were practically accepted as such. Further, the holder of such notes had the advantage that, should the national bank issuing the notes suspend payment, the Treasury would indemnify him against any loss. The Act also made for centralization of banking. Yet the crisis of 1907 showed that, in the absence of a central banking organization, the banking system as it existed suffered from many defects. In particular, the absence of an institution which could render effective assistance to banks in emergencies was keenly felt. A National Monetary Commission was set up in 1908 to enquire into the whole question. The Federal Reserve Act of 1913 was based mainly upon the recommendations of this Commission.

The Federal Reserve Act of 1913 set up twelve Federal Reserve Banks, one for each Federal Reserve district. On the face of it, this system appears to be a decentralized one, and doubt may be expressed of the possibility of maintaining a uniform central banking policy under such conditions. Although, however, there are twelve Federal Reserve Banks, uniformity of policy has been assured by the establishment of a central co-ordinating body with the object of welding the separate Reserve Banks into a system. This body is the Board of Governors of the Federal Reserve System.

THE BOARD OF GOVERNORS OF THE FEDERAL  
RESERVE SYSTEM

As reconstructed by the Banking Act of 1935, the Board consists of seven members appointed by the President for fourteen-year terms with the advice and consent of the Senate. They receive salaries of \$15,000 a year, and are not eligible for re-appointment after they have served a full term. Under the original legislation, the Secretary of the Treasury and the Comptroller of Currency were *ex-officio* members. Under the new Act, they have been made to retire, presumably with the idea of freeing the Board from official influence. Although the Governors are even now appointed by the President, their long tenure of office coupled with the fact that they are not eligible for re-appointment should assure the independence of the Board.

The Federal Reserve Board prescribes regulations governing the methods and the procedure of working of Federal Reserve Banks where uniformity appears to be necessary. Thus discount rates, although fixed by individual Reserve Banks, are subject to review and determination by the Board. This assures a harmonious credit policy on the part of the various Reserve Banks. Open market operations, which constitute the most powerful instrument of Federal Reserve credit policy, are directed by an Open Market Committee composed of seven members of the Board and five representatives of the Reserve Banks elected by the directors by geographical areas. This Committee was created by the Banking Act of 1933. The Board has further power to change the reserve requirements of member banks under certain conditions and within certain limits as well as power to prescribe margin requirements on certain types of security loans by brokers and banks. Under the Act of 1933, the Board also exercises special supervision over all foreign

MAR 1934  
SINGH COL



operations of the Federal Reserve Banks. All these powers that are vested in the Board are sufficient to enable it to pursue and enforce a uniform credit policy for the whole country.

### THE FEDERAL RESERVE BANKS

Although supervised by the Federal Reserve Board, these Banks are not government institutions, nor are they like ordinary commercial banks. Their capital is owned by member banks of the districts in which they are located, and they are enjoined to serve national interests rather than seek private gain. The dividend on their capital is limited by statute to 6 per cent only.

Under the Federal Reserve Act, all national banks are members of the Reserve Bank of their respective districts. State banks and trust companies may also apply for admission to membership under certain eligibility conditions. A member bank must subscribe for stocks in its Federal Reserve Bank to the amount of 6 per cent of its own capital and surplus. Member banks have, however, been called upon to pay in only 50 per cent of the amount of stock subscribed for.

A Reserve Bank has nine directors, three of whom are appointed by the Board of Governors of the Federal Reserve System, and one of these appointed directors is the chairman of the board of directors and another the vice-chairman. The other six directors are elected by stock-holders, that is by banks in the district which are member banks. Of the elected directors, three must be actively engaged in commerce, agriculture or industry in the district. The Act of 1935 provides for the appointment by the directors, subject to the approval of the Board of Governors, of a President to act as the chief executive officer of the bank for a term

of five years. A first Vice-president is appointed in the same way and for the same period. Other officers are appointed by the directors, with the approval of the Board in respect of salaries to be paid.

Unlike foreign central banks, Federal Reserve Banks may engage only in those transactions and with such parties as are stipulated in the Federal Reserve Act. They have not unfettered freedom or discretion in their operations, but are subject to the supervision and guidance of the Federal Reserve Board. The Reserve Banks hold the statutory reserves equivalent to a fixed percentage of the net demand and time deposits which member banks have to maintain with them. It may be mentioned that, unlike the Bank of England, the Federal Reserve Banks do not maintain two separate Departments, and their statement of affairs does not show separately the activities of the Issue and the Banking Departments.

### NOTE ISSUE

There were four kinds of paper money in use in the U. S. A. before the establishment of the Federal Reserve System. They were:

1. Gold certificates, secured dollar for dollar by gold held in the U. S. A. Treasury, which could be increased or decreased only as the amount of gold in the Treasury increased or decreased.
2. Silver certificates, secured dollar for dollar by silver coin in the Treasury, the amount issued being limited by law.
3. United States notes (greenbacks of the Civil War). originally secured by nothing but the promise of the government, but subsequently covered



to the extent of about 45 per cent by gold, limited in amount by statute to \$346,700,000.

4. National bank notes, issued by national banks, secured by certain United States Government bonds carrying the circulation privilege, and limited to the amount of these bonds ; each national bank issuing notes being also required to maintain a 5 per cent redemption fund with the Treasury in Washington.

These four kinds of paper currency were interchangeable dollar for dollar, one with another, although the security behind them was not the same in each case. Further, the amount in circulation of these forms of currency was fixed in a manner that could not provide an elastic currency. This defect was rectified by the issue of another form of currency, the Federal Reserve notes, under the Federal Reserve Act. The Federal Reserve notes were designed to provide elasticity, their issue being related to business or other activity ; for the assets against which they might be issued were those of the Federal Reserve Banks. The paper used as security under the original terms of the Federal Reserve Act represented agricultural products or other goods in process of production, or in movement from producer to retailer. The paper was required to bear the endorsement of a member bank, and its maximum maturity at the time of rediscount was ninety days, except in the case of agricultural paper which might run for nine months. An amendment to the Act during the last War provided that collateral notes of member banks secured by government obligations or eligible paper might be accepted as security against Federal Reserve notes. In 1932, by the Glass-Steagall Bill, the collateral was extended to include for a tem-

porary period government securities purchased by the Reserve Banks.

The Federal Reserve Banks must also maintain a reserve in gold certificates of 40 per cent against Federal Reserve notes, and it may be added that they have also to maintain a reserve of 35 per cent in gold certificates or lawful money against their deposits.

Between 1933 and 1935, the United States currency has undergone important changes. In the first place, gold certificates have practically been retired from circulation. Secondly, the volume of silver certificates has been increased under the Agricultural Adjustment Act as amended by the Gold Reserve Act of 1934 and the Silver Purchase Act of 1934. Thirdly, National Bank notes have been retired with the redemption of the U. S. A. securities carrying circulation privilege. The U. S. A. currency has thus been considerably simplified, and by far the most important category of notes in circulation now is the Federal Reserve.

## II.—COMMERCIAL BANKS

In the U. S. A., commercial banks may be chartered by both national and state governments. National banks are those organized under the National Bank Act of 1863 while state banks are subject to different state laws. The Federal Reserve Act sought to develop a more homogeneous banking structure by compelling national banks, and permitting state banks under certain conditions, to become member banks. For state banks, however, membership is only optional, and this fact constitutes an obstacle as much to developing one homogeneous banking system as to effective central banking control. The provision of the Banking Act of 1933, whereby after July 1, 1937, only member banks might have their deposits insured by the Federal Deposit Insurance Corpora-



tion was regarded as a move to induce non-member banks to join the Reserve system. The same Act imposed drastic restrictions on commercial banks undertaking investment banking operations. Formerly these banks conducted, along with commercial banking, security underwriting and distribution business. In accordance with the 1933 Act, all member banks have now either liquidated or divorced their security affiliation. Of commercial banks and trust companies which conduct commercial banking business only, those in New York are by far the most important. The degree of banking concentration in New York is, however, much less than in London or Paris.

### III.—INVESTMENT BANKS

Prior to 1933, these banks used to carry on considerable commercial banking business also. They accepted deposits and invested a portion of their funds in short term credit instruments and collateral loans. Since the enactment of the Banking Act of 1933, these investment banks could no longer conduct a securities business and a private banking business at the same time. Some of the institutions, therefore, such as J. P. Morgan and Company and Drexel and Company gave up their securities business for private commercial banking, while Kuhn Loeb and Company, Speyer and Company and others relinquished their deposit business in favour of investment banking.

### IV.—ACCEPTING INSTITUTIONS

There are no comparable specialized accepting houses in the U. S. A. as in Britain. The most important accepting institutions in America are the member banks. Besides them, there are a number of private banking firms, foreign banking corporations and American agencies of foreign banks, which also engage in the business of creating accept-

ances. The acceptance business is largely in the hands of a few leading financial institutions located in New York.

#### V.—BILL DEALERS

These dealers consist of a group of private bankers and other firms which act as middlemen in the money market. They usually deal in securities and acceptances, while some of them act as brokers for commercial paper and as intermediaries in the collateral loan and federal funds markets. Most of these firms are located in New York. The dealers purchase bills outright and derive their profit by selling them at a higher price. The acceptance and discount market in New York is, however, of much less significance than in London. The most important market in New York is the stockbrokers' loan market.

#### FEDERAL RESERVE BANKS AND CONTROL OF CREDIT

As in all other central banking systems, the ability of the Federal Reserve Banks to control credit depends upon their position as the ultimate source of cash, which is the base for building the credit superstructure. Cash in America consists of member banks' deposits with the Federal Reserve Banks and currency, of which the most important is the Federal Reserve note. Before we describe the methods by which credit is controlled in America, a reference may be made to certain noteworthy differences between the British and the American practices. In Britain, the contact between the commercial banks and the central bank is indirect and works through the discount market. In America, the member banks borrow directly from the Reserve Banks, and there is always some amount of member bank indebtedness to the Reserve Banks. One consequence of this difference is that the rate of interest in the discount market is lower than the Bank rate in London, while in New



York the Bank rate is lower. Another significant difference is that commercial banks in England maintain with the central bank a balance equivalent to a certain proportion of their total deposits. This ratio that they maintain is only a customary one. In America, on the other hand, member banks have to maintain compulsorily a certain fixed proportion of their demand and time liabilities with the Reserve Banks.

#### METHODS OF CREDIT CONTROL

There are seven important methods of control in the field of Federal Reserve policy:

- (a) *Tradition against borrowing.*—It may appear strange to speak of tradition in America as exercising a powerful influence in the matter of credit control. But it is in fact an inheritance from the past. In the past, banks which used to borrow heavily and continuously from correspondents were looked upon with suspicion. This feeling has persisted even to-day, and member banks which borrow large amounts and continuously from the Reserve Banks are looked upon with disfavour. Accordingly, member banks which happen to be indebted to the Reserve Bank try their utmost to reduce their debt to it, and for a reason which has directly nothing to do with the cost of borrowing from the Reserve Bank. The result is that when a number of member banks are in debt, money generally becomes tighter and rates increase. On the other hand, when most member banks are out of debt, they are in a position to invest their funds and money rates become cheaper. As Reserve Banks have seldom charged rates

higher than those asked for by member banks from their customers, it would appear that tradition is probably more important than the discount rate in preventing continuous borrowing.

(b) *Discount Rate*.—A change in discount rate is important principally as a public recognition by a group of competent people of a change in the credit situation. But the discount rate has not played any significant rôle in America as a means to controlling credit. This was due to the fact that in America from 1921 till up to the banking crisis of 1933, Reserve Banks were always faced with the problem of dealing with incoming gold rather than with the necessity of attracting gold from abroad. The reserve ratio, that is, the ratio of reserves to total liabilities, has been so high during most of the life of the Federal Reserve System that it could be and has been ignored. Another difference from the British precedent has already been mentioned, namely, the practice that the discount rate should be above the market rate. This is due to the existence of a different money market structure in America as evidenced by the fact that, unlike in England, member banks in America borrow directly from the Reserve Banks.

(c) *Open market operations*.—Open market operations have been more important than alteration of discount rate as a means to controlling credit in the U. S. A. When the Reserve System desires a contraction of bank credit, its first operation has generally been not to raise the



discount rate, but to sell securities in the open market ; when it desires an expansion of credit, it purchases securities in the open market. The effectiveness of purchases and sales of securities in the open market as an instrument of policy lies generally in their influence upon member bank indebtedness to the Reserve Banks. Such purchases and sales do not ordinarily increase or diminish the amount of Reserve Bank credit in use. Purchases of securities, however, enable member banks to pay off their loans to Reserve Banks and thus make money easier. Sales of securities, on the other hand, increase the borrowings of member banks and thus make money firmer. Open market operations are undertaken on the advice of the Federal Open Market Committee.

(d) *Direct Dealing with Individual Banks.*—This method can only have a limited applicability for Reserve Banks would find it extremely difficult to ration credit among member banks. The relationship between the Reserve Bank and a member bank is largely impersonal. Further, if a member bank has eligible papers to offer, loans are granted as a matter of course. It may, however, be possible for the Reserve Banks to deal effectively with a limited number of banks, which may clearly be abusing the borrowing privilege by using Federal Reserve credit for too long periods in very large amounts, or which may obviously be expanding credit for speculative purposes. It may be

mentioned that the Reserve Banks are statutorily enjoined to refuse credit to any bank which may be making undue use of bank credit for speculative purposes. But, as already stated, direct action can be taken against only a few banks which are clearly abusing their borrowing privileges. To apply it more generally may place the Reserve Banks in a position in which they may have to assume responsibility for the management of member banks.

(e) *Publicity*.—The views of the officials of the Federal Reserve System are made public through official publication of the System or through other forms of public statement, and these exert an influence upon financial conditions comparable in influence with specific instruments of policy. The statement issued by the Federal Reserve Board in February 1929 warning against excessive use of credit for security speculation was a case in point. The Reserve System issues various publications concerning not only the System itself but also credit and business conditions. Thus, the weekly published statement of the affairs of the Federal Reserve System is one of the most revealing statements of any bank of issue in the world. Among other publications are a weekly report of the condition of member banks in principal cities and a monthly bulletin containing a comprehensive review of credit and business conditions, both published by the Board of Governors. The



effectiveness of publicity as an instrument of control depends, however, upon the rarity of its use.

(f) *Changing Member Bank Reserve Requirements.*—

The Banking Act of 1935 confers upon the Federal Reserve Board a power to alter the reserve requirements of member banks. The amount of increase was limited to 100 per cent of existing requirements with a view presumably to allay apprehension of too severe action. This instrument will be found useful at times when, for example, member bank reserves are too high to be absorbed by the sale of the entire government security holdings of the Reserve Banks. But as excess reserves of member banks are not likely to be evenly distributed between them, resort to this instrument may hit some banks harder than others.

(g) *Adjusting Margin Requirements on Security Loans.*

—The effects of the boom of 1928-29 and the subsequent depression focussed attention on the necessity of instituting measures for curbing security speculation. The Banking Act of 1933 contained two provisions for tackling this evil. First, it compelled commercial banks to give up investment banking business by relinquishing their security affiliates. Secondly, it placed certain restrictions on the availability of credit for carrying securities. This power, it will be noticed, is a somewhat paternal power, but is a real attempt to deal with abuses in the use of credit for security speculation.

## NEW YORK AS AN INTERNATIONAL FINANCIAL CENTRE

Before the last Great War, New York played an insignificant rôle as an international financial centre. The U. S. A. was primarily a debtor country and New York lacked the other pre-requisites of an international money market. The last War transformed this position and New York's eminence in international finance dates from that time. The important factors in this development may be mentioned. In the first place, large sums were loaned during the War of 1914-18 to foreign governments, which familiarized the American public with the problem of foreign investment. In the second place, the financing of foreign trade stimulated the development of acceptance business, and made bankers familiar with the intricacies of the financing of international trade. Lastly, the War also made the investors and financial institutions in America more internationally minded. The period after the War up to about 1925 again favoured the growth of New York as an important centre of international finance. The dollar was then the most stable currency freely convertible into gold. America also became the largest capital exporting country. The supremacy which New York attained during the period of financial instability in Europe was, however, considerably lost, particularly as compared with London, when more or less stable conditions were restored in European countries. This fact demonstrates that New York had not been able to develop those features which could enable it to wrest the supremacy permanently from London but that its predominant position after the last War was in a large measure due to the breakdown of the European financial centres. New York's supremacy was achieved in too short a period for it to acquire the training and experience necessary for a lead-



ing financial centre. The policy of freezing to a large extent gold inflows and the abandonment of the gold standard in 1933 for reasons which could not be considered compelling detracted from the prestige of New York as an international financial centre. Further, New York was unable to develop an acceptance market, which offers the best scope for investment of short-term funds, comparable to that in London. The most important constituent of the New York money market is the brokers' loan market, the activities of which as the stock-exchange boom of 1929 demonstrated, may lead to disastrous consequences. For all these reasons, and particularly since the abandonment by the U. S. A. of the gold standard in 1933, New York could not achieve ascendancy over London as a financial centre of international importance. It will be interesting to observe whether after the present War, which is witnessing the liquidation of British foreign investments and the transformation of Britain into a debtor country as well as American ascendancy in financial and economic matters, New York will wrest permanently from London the supremacy the latter has so long enjoyed in the international financial sphere.

## CHAPTER XV

### THE MONETARY SYSTEM OF FRANCE

THE monetary system of France presents certain peculiar features. Although the outward façade is more or less the same as that of Great Britain or the U. S. A.—a central bank, commercial banks, accepting institutions of some kind, a short-term money market being common features—yet there are interesting differences between the character of the banking system and short-term money market of France and that of Britain or the U. S. A. For one thing, the Bank of France is in certain respects more like a big commercial bank than a central bank. For another, the short-term money market at Paris has never reached a high stage of development, and has played a rôle subordinate to that of the investment market. For yet another, the Government through the Treasury exert a direct influence on the money market, and the relationship between the Treasury and the Bank of France is unsatisfactory. The important financial institutions in France are the Bank of France, the *Caisse des Dépôts et Consignations*, the Treasury and the commercial banks.

#### I.—THE BANK OF FRANCE

The Bank of France is the most prominent institution of the French money market. Its influence on credit conditions is great, although it makes no claim to manage money or control credit, nor does it seek to dominate the money market. The Bank has, however, certain privileges and responsibilities which clearly make it a 'central bank', as the term is normally understood. It receives its charter



from the Government and has the monopoly of note issue. In return, it makes a permanent loan to the Treasury without interest, pays a share of its earnings to the Treasury, and has to maintain a reserve in gold against notes and deposits. The Bank enters into relation with and carries out transactions in Paris for other central banks. In contrast to all other central banks, the primary task of the Bank of France is to provide credit at a low rate to all who need it, whether banks or the general public, and other objects which are often considered to be the task of a central bank have been kept subsidiary to this main purpose. At the end of 1926, the Bank had about 661 branches and agencies.

#### ORGANIZATION AND ADMINISTRATION

The Bank of France was founded in 1800 by Napoleon. The law of 1803 formed the first official charter of the Bank ; and, although many new laws have been passed since then, the original law of 1803 has never been repealed. By this law the Bank of France which had previously been just another large bank with a certain amount of Government patronage came to be re-organized as a central bank. It could no longer be dissolved by the stock-holders, as its existence was now determined by the Government.

Like most other central banks, the ownership of the Bank of France is entirely private, and is widely distributed among small investors. The control exercised by the stock-holders is, however, less democratically distributed than the ownership. For only the two hundred largest stock-holders of French nationality are eligible to take part in the General Assembly of the Bank, which elects the fifteen Regents and three Censors forming the General Council. The stock-holders also assemble once each year in the Gold Room of

the Bank to listen to the annual Report of the Governor, but their approval of the Report is not even invited.

The management of the Bank is vested in a General Council, consisting of a Governor, two Vice-Governors, fifteen Regents and three Censors. The Governor and the two Vice-Governors are appointed by the President of the Republic, and are responsible only to him. The others are elected by the two hundred largest stock-holders of French nationality. The General Council must contain at least five representatives of manufacturing, industrial or commercial interests, and three Treasury officials. Less than half of the Council can therefore consist of bankers. Another noteworthy fact is that the large joint-stock banks have had relatively little influence in the Council, compared with the private and provincial banks, which, because they were organized earlier, have played a more important rôle in the development of the Bank. One result of this has been the ability of the Bank to act independently of the big commercial banks, but it has at the same time generated a feeling of competition between the Bank and the joint-stock banks, and made the latter unwilling to accept the leadership of the Bank in crises.

The relationship between the Governor and the Council depends largely upon the personality of the former. It is the legal duty of the Council, acting through various committees, to approve bills for discount, to issue notes, to invest reserve funds, to make rules for the internal management of the Bank, and to make sure that the Bank is conducting its operations within the law. The Governor is the executive officer, and the Council can do nothing without his approval. A strong Governor can ordinarily lead the Council. It will be evident that, although the Bank is privately owned, the Government can exercise considerable influence



over it through the Governor, the Vice-Governors and the Treasury representatives on the General Council.

### NOTE ISSUE

The Bank of France began to issue notes as soon as it was founded in 1800. Originally it was, without exclusive privileges, merely authorized to issue notes. Since 1848, it has been the sole bank of issue in France.

The principle that has been followed from the very beginning in the matter of issuing notes is that 'the guarantee of bank-notes ought not to be sought in the capital funds of the Bank, but in the bills which it discounts'. In thus stressing commercial paper as security behind notes rather than gold reserves or Government securities, the Bank of France followed the principles of what came to be known as the 'banking school' in England, whereas the English Bank Charter Act of 1844 incorporated the principles of the 'currency school'.

By the original Act of 1803, the Bank of France was given the monopoly of note issue in Paris only. No important change in the method of note issue was made until the crisis of 1847 endangered the metallic reserve. In that year, the minimum denomination of notes was lowered from 500 to 200 francs, and a temporary expedient was adopted which later became a permanent policy, namely, the setting of an upper limit to the total circulation—350 million francs for the Bank of France, and 102 million francs for the nine departmental banks combined. The serious plight of the departmental banks in 1848 led to the Bank of France obtaining the complete monopoly of note issue in France, the nine departmental banks being transformed into branches of the Bank of France. Since 1847-48, the denomination of the notes had been lowered from time to time until in 1871

the issue of 10 and 5 franc notes was authorized, and the legal maxima to the total issue of bank notes had also been altered during periodic crises. This setting of a maximum limit was known as the 'plafond' system. The 'plafond' was raised in 1870, 1884, 1893, 1897, 1906 and 1911 in which year it stood at 6,800 million francs. Specie payment was suspended and the 'plafond' was raised to 12,000 million, and in 1925, to 58,500 million. The monetary law of 1928, which gave effect to the stabilization of the franc, did not abandon the original principles of note issue in France. The rules for rediscounting, which form the basis of a large part of the issuing of notes, were not changed. But as this device was not considered sufficient to protect notes from over-issue by other means, the Bank was also required to hold 35 per cent reserve in gold coin or bars against total notes in circulation and deposits. The obligation to redeem notes in gold was restored, but since the Bank was given option to pay out coin or bars and to set its own conditions in respect of minimum amounts and fineness, the legal resumption of specie payments did not restore gold to circulation.

#### THE BANK OF FRANCE AND FOREIGN EXCHANGE

Until 1914, the Bank had taken no part in foreign exchange transactions. During the last Great War, the Bank began to take more active interest in the market, mainly selling through regular dealers enough exchange from the proceeds of its foreign holdings to stabilize the market. In 1924 and 1926, these operations became more frequent for the purpose of counteracting foreign speculation against the franc. When in 1926, the scheme for the stabilization of the franc was evolved, exchange operations of the Bank formed an integral part of it, and the Bank organized a department



which began operations in October 1926. Through its purchases, the value of the franc was gradually raised, and after December it helped to keep the value of the franc pegged until June 1928, when the legal stabilization of the currency no longer made such purchases and sales necessary. Nevertheless, the foreign exchange department of the Bank still exists and operates as the principal factor in the exchange market. The importance of the department was demonstrated when the dollar exchange was fluctuating greatly. The aid it gave to the dollar was reciprocated in May 1935 when the stabilization fund of the U. S. Treasury supported the franc. In this way, the establishment of the foreign exchange department marks another step in the development of co-operation between central banks and in the adjustment of domestic policies to the exigencies of the international situation.

## II.—CAISSE DES DEPOTS ET CONSIGNATIONS

*The Caisse des Dépôts et Consignations* constitutes the most unusual, and often the most important, French financial institution. Its greatest development has been since 1926. Its assets have approached those of the Bank of France, and by lending or not lending, it has at times even decided the fate of Governments. Its operations, however, are conducted so discreetly that it has attracted very little public attention, and is more or less unknown outside France.

The *Caisse* was established in 1816 when public confidence in banks was rudely shaken. Its purpose was to keep in safety funds entrusted to it by individuals and by the courts, and the money put up as bond by certain government officials. The types of funds which have increased rapidly since the last War are not those which were originally in existence. The new types of funds are the savings bank deposits and

social insurance funds. The various social Insurance Acts which have been enacted in France have greatly widened the scope of state-administered insurance, and the *Caisse* has received the full benefit of this circumstance. Although it cannot advertize, the insurance it offers has many advantages over that offered by private companies. The guarantee of the state is behind it, and, further, it is free from certain legal restrictions imposed upon private companies. The result is that the volume of insurance written by the *Caisse* since the new social insurance Acts were passed between 1828 and 1933 has increased much more than that written by private companies. The savings bank deposits have constituted in recent years by far the largest part of the *Caisse's* liabilities, amounting at the end of 1931 to two-thirds of the total. By a law in 1837 deposits of private savings banks had to be transferred to the *Caisse*. The deposits of postal savings banks are also entrusted to its management. Savings deposits increased rapidly since the stabilization of the franc, partly owing to renewed confidence in the Government as the result of the return of sound money and partly owing to loss of confidence in banks and in securities investments during the depression years. The maximum amount that an individual may deposit is now fixed at 20,000 francs. This limit for many years before the last war was placed at 1,000 francs and has been changed from time to time and stands now at 20,000 francs.

#### MANAGEMENT

The management of the *Caisse* is entrusted to a Commission consisting of a representative of the Treasury, the Governor of the Bank of France or one of the Vice-Governors, the President of the Chamber of Commerce of Paris, one of the presiding judges of the Court of Accounts, two Cabinet



Ministers, two Senators and two Deputies. Actually this Commission entrusts the real direction of the *Caisse* to the Director, who is appointed by the President of the Republic, upon the nomination of the Minister of Finance.

### THE CAISSE AND THE MONEY MARKET

The *Caisse* invests its very large funds in short, medium and long-term loans. A certain portion has to be kept in liquid form in order to meet demands for withdrawals of saving deposits, payments of insurance and other sums for which the *Caisse* is liable. A part of this is maintained in cash, and a larger amount is kept on deposit with the Bank of France. Another amount is kept on deposit at the Central Fund of the Treasury, while the rest of the short-term funds are invested largely in the notes of French and foreign Governments, or in loans granted against the security of such notes.

The *Caisse* influences the short-term money market in many ways. It is the largest holder of the two-year Treasury notes, and in a large measure controls this market. It also holds such notes as collateral for loans granted to banks and individuals. The rate of interest charged by the *Caisse* for loans against Treasury notes is lower than that levied by the Bank of France, with the result that banks often approach the *Caisse* rather than the Bank for short term accommodation. The influence of the Bank in the money market is thus seriously affected. The lending activity of the *Caisse* could be carried on without any unfavourable reaction upon the leadership of the Bank of France, if the two institutions worked in close co-operation. There is a slight official connection between the two institutions ; for the Governor of the Bank is an *ex-officio* member of the Council of the *Caisse*. But this link is not a close one, and

the policies of the Bank and the *Caisse* have sometimes been in conflict. The objects of the two institutions are different. The primary function of the *Caisse* is to safeguard the funds entrusted to it, not, like the Bank, to manipulate interest rates or to control gold movements. The former is merely concerned with the safety, liquidity and profitability of its assets. Yet its funds, like those of the Treasury, are so large that, unless they are skilfully handled in co-operation with the Bank and the Treasury, they are bound at times to exert a disturbing influence on the money market.

#### CAISSE AND LONG-TERM INVESTMENTS

A very large part of the funds of the *Caisse* is by law invested in securities issued or guaranteed by the government. It is the largest single holder of French government securities. Until 1931, ninety per cent of the savings bank deposits had to be invested in government and semi-government securities. The law of March 1931 allowed investment in industrial issues as well, but under special safeguards. Thus the Minister of Finance must approve the list of such issues drawn up by the Director of the *Caisse*.

From the position of the *Caisse* as a holder of long-term securities, especially government and semi-government, certain consequences follow. From the point of view of the government the interdependence of the *Caisse* and the French Rente may prove dangerous. From 1926-1932, the increase in savings deposits made the *Caisse* a very strong supporter of the Rente. When, however, the movement, reversed, it became a menace to the credit of the Government, for, in any emergency, the *Caisse* may be forced to sell its holdings of the Rente which would create panic in the market and undermine public credit. In the second place, when a number of banks were in extreme difficulty



in the depression years, it was generally believed that the *Caisse* helped them not only to give loans but also by purchasing the stock. Such action has dangerous possibilities. For, if the *Caisse* which now controls all savings bank deposits and a large part of insurance funds, should acquire control of the banks by purchase of their stock, it might achieve a dangerous monopoly of all financial transactions in the country.

### III.—THE TREASURY

The Treasury is an important financial institution in France. It does not always act through the Bank of France, but may directly intervene in the money market in many ways and influence conditions therein.

#### TREASURY BORROWING

Whenever the Treasury is short of funds, it borrows in the open market by issuing Treasury notes. This borrowing is handled by the Treasury directly from its central office by means of three to twelve months notes sold to banks and other investors, and should be distinguished from long-term borrowing, as well as from the National Defence notes, which are administered by a separate branch of the Treasury, the *Caisse d'Amortissement*. Negotiations for the sale or issue of Treasury notes are usually carried on directly with the principal banks, without calling upon the Bank of France for any special assistance. The state of the market determines the amount of notes to be issued and the rate of interest to be paid. Notes of three months maturity or less have always been eligible for rediscount by the Bank of France with the borrower's endorsement, while notes of longer maturity were admitted to special privileges by the Bank in 1935 and could usually be used as security for loans from the *Caisse des Dépôts et Consignations*. Banks

were therefore enabled to hold large quantities of notes without endangering their liquidity.

All long-term debts contracted by the Treasury since 1926 are managed by a separate office called the *Caisse d'Amortissement*. It also managed all debts contracted during the last War and up to 1926. Its first duty was to take over the short-term National Defence notes and redeem them as far as possible and to refund the rest in notes of at least two years' maturity. The *Caisse d'Amortissement* is administered by a council of twenty-one members including representatives of the Treasury proper, the Bank of France and of the *Caisse des Dépôts et Consignations*. The Director of the latter is the head of the financial committee of the *Caisse d'Amortissement*, and the two institutions work in close collaboration.

#### LOANS BY THE TREASURY

The Treasury has the right to invest its funds as it pleases. One of its most important short-term investments during and after the war has been in foreign exchange. But when the Treasury no longer needed foreign currencies, it would sell them independently of the Bank of France, which might also be carrying on the same operation.

The Treasury has also the right to make long-term loans. This privilege has produced many difficulties in France as it has sometimes been used for political purposes. Thus after 1926 when the government had surpluses for some years, loans were made, not always with sufficient care, to a number of countries whose friendship was considered desirable on political grounds.

#### THE TREASURY AND THE BANK OF FRANCE

It is a peculiar feature of the French monetary system that the relation between the Treasury and the central bank



is rather loose, although this situation appears to be in conformity with the Bank's anxiety to maintain its independence of the Government. The Treasury in France is in many respects an independent financial institution. It performs many functions which are of a banking character. The Treasury has its own central fund, where Government receipts are often hoarded in actual cash and deposits are kept for administrative bodies like the *Caisse des Dépôts et Consignations*, the city of Paris and the Departments. Until 1926, individuals and banks were allowed to have deposit accounts with the Treasury on which 3 per cent interest was paid.

The Bank of France handles, of course, a large part of Government receipts and disbursements, particularly since 1926. Yet the relation between the Bank and the Treasury is neither very close nor of much assistance to the money market. There is little co-operation between them in matters of policy. For example, apart from such funds the Treasury may maintain with the Bank, the latter knows nothing of the status of the Treasury's funds, of what foreign balances it holds, nor of the policy in regard to them. It may be mentioned that during 1930 and 1931, the Treasury was selling foreign exchange when the Bank was refraining from doing so. Further, the Bank is not always consulted as to the conditions under which a new issue of notes is to be placed in the market by the Treasury.

#### IV.—THE COMMERCIAL BANKS

An important factor in the development of banking institutions in France is that the country's principal industry is agriculture, not manufacture or trade. There has been less emphasis upon commercial banking than upon the investment of savings deposits. Cash transactions prepon-

derate over credit transactions, and the use of the cheque has been limited. The result is that an important source of earning for commercial banks has been the investing of funds for their customers, while investment and private bankers have tried to attract deposits to augment their funds for placement.

The commercial banking system of France has developed with comparatively little government regulation or supervision, and may be classified into four main groups: (a) credit banks or *banques de dépôts*, (b) investment banks, or *banques d'affaires*, (c) local and regional banks and (d) private banks, or *hautes banques*.

#### CREDIT BANKS

The credit banks—the *grandes sociétés de crédit*—are the most important group of banks, and may be compared with English joint-stock banks. They provide short-term loans to trade and industry and also discount trade bills. They are also in close contact with the small investor, who usually buys his securities over their counters or upon their advice. The distribution of securities constitutes an important business for the credit banks. With their numerous branches and agencies all over the country, they collect the surplus funds of the public and do a large business in distributing securities to it. These securities may be either domestic or foreign. The banks cannot deal directly on the Bourse or the Stock Exchange, but they have their own counters inside the Stock Exchange premises from which they issue buying and selling orders for their customers, and are thus in closer contact with the security market than are banks in most other countries. Unlike the German banks, however, the French credit banks do not directly participate in business enterprises, but merely act as distributors of their securities.



The three largest of the credit banks are the *Crédit Lyonnais*, the *Société Générale*, and the *Comptoir National d'Escompte*. They are the leaders in the commercial banking sphere. They have a network of branches and agencies all over the country. In addition to these three institutions, there are two others of a definitely metropolitan character, although not so large as the others. They are the *Crédit Industriel et Commercial* and the *Banque Nationale pour le Commerce et l'Industrie*.

*Banques d'Affaires* or Investment Banks: The investment banks are chiefly concerned with the provision of long-term finance for business establishments, and engage in commercial banking to only a small extent. Their main business consists of floating government loans, underwriting industrial loans, and organizing new industries or re-organizing old ones to a point where their issues can be offered to the public. Sometimes the manager or a director of the investment bank may have a seat on the board of directors of a client company, but it is considered advisable to exercise control by other indirect means. The relation of the investment banks with the public is partly direct, and partly indirect, through the commercial banks, with whom they stand in close relationship. They may be compared with the security affiliates formerly associated with American banks, with this difference that whereas the security affiliates were dependent on the mother bank, the French investment banks have an independent existence.

The investment banks depend mostly upon their own capital supplemented by funds left with them by capitalists. They accept deposits from the public, but the greater proportion of these deposits are time deposits. During the last War and for some years after the War, however, some of the investment banks, owing to lack of investment opportu-



nities, had begun to solicit deposits from the public with a view to do more commercial banking business. They expected in this way to make up for the declining earnings of their securities departments.

The most important investment banks are the *Banque de Paris et des Pays-Bas* and the *Banque de l'Union Parisienne*. The former institution engages primarily in investment banking and is responsible for the development of many industries as well as for placing many foreign issues in the French market. The *Banque de l'Union Parisienne* was interested in general commercial banking business, even before the last War, in addition to its main business of investment banking.

#### PRIVATE BANKS

The most highly specialized investment banks are the private banks or the *hautes banques*, many of which belong to international banking families such as Rothschild, Hottin-guer, Mallet and Varnes. These banks do not undertake general banking business, nor do they accept deposits from the public. Their activities are quite varied. Some of them manage their own business. Their customers are usually the big industries. Their main business is to invest their funds in French Rentes or issues of other governments. In view of their international connexions, the big private banks have always been influential in financing international trade, and have played a rôle similar to that of merchant bankers in England. The smaller private banks also operate in the foreign exchange market and do an acceptance business. The smaller banks usually serve as feeders either to the large investment banks or to the large private banks.

#### LOCAL AND REGIONAL BANKS

Alongside the large credit banks, there are in France a large number of local banks and a few regional banks. In



France, the development of branch banking on the part of the big commercial banks has been mainly by the establishment of new branches, and not by the absorption of existing local banks. The local banks have met this competition from the large credit banks partly by combining themselves with other institutions in a particular locality and thus forming regional banks, and partly by the advantage they have in view of their intimate knowledge of local conditions. During the depression years, a number of local banks suffered badly and some of them failed.

Some of the local banks are intimately associated with local industries, which they finance. Such banks are in the nature of investment banks. Others carry on a commercial banking business only. Generally speaking, the local banks do not maintain as liquid a position as the big commercial banks do.

#### THE BANK OF FRANCE AND CONTROL OF CREDIT

The emphasis of the Bank of France as a central bank has been rather on service than on control of the money market. This is evidenced, in the first place, by the fact that it advances money to or rediscounts paper for any borrower, bank or private individual who satisfies its eligibility requirements. This character of the Bank is also manifested, in the second place, in its policy of maintaining the discount rate low and in changing it much less frequently than other central banks. The stability of the rate has been considered as important as its low level.

#### THE BANK'S DISCOUNTS AND ADVANCES

The discount facilities of the Bank of France are available to all borrowers provided the paper offered satisfies the essential requirements, namely, that the paper bears three signatures, is of short maturity, and arises out of a

genuine transaction. The Bank charges a uniform discount rate to all borrowers, and does not allow any favoured rate to special customers of very good credit standing, as some central banks do. The strict requirements for discount have placed the Bank in a disadvantageous position in modern times. In the past, it had few competitors and its volume of rediscounts was large. With the growth of the large commercial banks and their activities, there has set in a decline in the discounts of the Bank of France. The Bank has thus gradually become, in a sense, more a banker's bank than a commercial bank.

The Bank has not only suffered from the competition of commercial banks in the matter of rediscounts, but the quality of paper brought to it has also deteriorated. The commercial banks can offer preferential rates for the best bills and have thus been able to secure them. As the Bank's rate is a little higher, the commercial banks would suffer a slight loss if they were to take these bills to the Bank for rediscount. In actual practice, however, the big commercial banks hardly ever rediscount with the Bank, not only because of the financial loss involved, but also because of loss of prestige which such a transaction would entail. It is considered to be equivalent to a confession of weakness if any of the big banks of Paris should try to rediscount bills with the Bank of France. They would rather borrow from each other or on their Treasury notes at the Bank or the *Caisse des Dépôts*.

Besides rediscounting commercial and Treasury Bills at the official discount rate, the Bank of France makes other forms of advances at other rates. It grants loans against bar gold or securities. Originally the securities could only be French Government securities of fixed maturities. Subsequent legislation enlarged the group of eligible securities to



include bonds and stocks of French railways, and securities of French cities and departments, of French colonies and protectorates and of the *Crédit Foncier* and the *Société Générale Algérienne*.

### THE BANK AND THE DISCOUNT RATE

It has been the consistent policy of the Bank of France excepting during one period between 1852 and 1861 to maintain a stable and low discount rate. An attempt was made during 1852-61 to stop the gold outflow by raising the discount rate from time to time. Although this achieved partial success, it roused great public criticism. A Commission of Enquiry was appointed by the Emperor in 1865-66, and the Bank was practically forced to abandon its new policy and return to the earlier practice of stable and low discount rates. It should, thus, be evident that the discount rate has not the same meaning in France as in other countries. It is not generally used to control the volume of credit for the purpose of regulating production and prices.

### THE BANK AND OPEN MARKET OPERATIONS

The Bank of France does not engage in open market operations except to a very limited extent. It is not authorized to buy or sell Government bonds or commercial bills on its own account, except in a very limited form. French public opinion has always been opposed to giving the Bank this privilege on the ground that it would expose the Bank to risk of loss and also rouse suspicion of its having manipulated the market, and, further, that in the other countries this had sometimes led to inflation.

Under the stabilization law of 1928, the Bank of France was permitted to buy and sell bills and short-term securities for the account of foreign central banks at their request.

This was intended as a measure of reciprocity for services rendered to the Bank by other central banks, and cannot be regarded as a privilege to undertake open-market operations, for the initiative for such operations does not lie with the Bank of France, but must come from foreign central banks.

The only effective method of influencing credit conditions by open-market operations available to the Bank of France is dealing in foreign exchange. But as this operation must affect at the same time the external value of the currency and therefore the exchange rate, it has not been resorted to for influencing credit conditions.

It would appear from the foregoing considerations that the question of controlling the volume of credit by the central bank is not so important in France as in other countries. The Bank of France is primarily concerned with maintaining easy credit conditions. Further, it has to share its influence in certain respects in the money market with the *Caisse des Dépôts et Consignations*, the Treasury and the big credit banks. This peculiar position of the French money market is accounted for by certain traits of French economy. For one thing, the use of bank credit is much less important in France than in England or America. For another, one of the main problems of the French financial system is the collection and safe investment of the small savings of numerous small investors. For yet another, the investment market in Paris is much more important than the money market from both the foreign and domestic points of view.

#### PARIS AS AN INTERNATIONAL FINANCIAL CENTRE

Neither before or after the last Great War or the stabilization of the franc in 1928, has Paris ever been an important international financial centre.



There are many reasons why this is so. In the first place, compared with London, Paris is not a great entrepôt centre. Nor is it like London or New York, situated in a very wealthy and highly industrialized country. In the second place, the international trade of France has not been so important as that of England, and there has been almost a complete absence of financial transactions arising out of French shipping and insurance services to other countries. In the third place, the short-term money market of France is not well developed. The facilities for the safe and liquid investment of short-term funds in Paris are very poor. The acceptance market in Paris is almost negligible. A beginning has, however, been made in 1929 by the formation of the *Banque Française d'Acceptation*, which is intended solely for acceptance business. The only aspect of international finance in which Paris has been interested is foreign long-term investment. Even here, the intrusion of political considerations has detracted from the influence and prestige of Paris as an investment market. Lastly, Paris has not been able to develop as a well-organized and well-knit money market on account of the jealousy existing between different financial institutions as well as unwillingness on their part to co-operate. Thus the leadership in the Paris money market is divided between the Bank of France, the Treasury, the *Caisse des Dépôts et Consignations* and the big commercial banks. All these factors have militated against Paris developing as a leading international financial centre, in spite of great opportunities, as, for example, when the franc alone was on the gold standard after this standard was abandoned by both England and America in 1931 and 1933 respectively.

## CHAPTER XVI

### THE MONETARY SYSTEM OF GERMANY

ALTHOUGH the development of banking in Germany dates from the seventeenth century,—the first joint-stock bank being, however, founded in 1848,—it bears strongly the impress of three statutes, namely, the Laws of 1875, 1924 and 1934. The distinguishing characteristic of the German banking system, which provides the classical example of continental as opposed to British banking practices, is that German banks actively participate in the development of industrial establishments. The German system is therefore usually referred to as a mixed as opposed to a purely commercial banking system. One result of this is that a functional classification of German banks is more difficult than in the other monetary systems we have so far studied.

#### THE REICHSBANK

The origin of the Reichsbank goes back to 1765 when the first bank of issue in Germany, the Koenigliche Bank, was founded. It was established as a state institution. In 1846, it went into liquidation but was reorganized as the Preussische Bank by an Act in 1847 which admitted private shareholders. The reorganized bank continued until 1875, when it was again reconstituted as the Reichsbank or the Imperial Bank of Germany. The main purpose of the Act of 1875 was to unify the German banking system by bringing it under the control of a central institution, in the administration of which the state should have a part. The Reichsbank was again drastically reorganized in 1924 in accordance with the Dawes Plan. The shares of the Bank



are privately held, although the Bank is under the control of the Reich.

The Reichsbank is Germany's central bank. It supervises the German monetary system, holds the gold reserve of the country and is the ultimate source of credit. It was the principal and is since 1933 the sole bank of issue. In 1875, there were 33 other banks with the privilege of note issue, and the number declined to only four by 1906.

The main functions of the Reichsbank are to regulate the supply of currency, provide clearing facilities and control credit. In addition to issuing notes, the Bank discounts certain specified types of commercial paper, makes loans against certain types of collateral and engages in open market operations.

*Management :* Under the law of 1924, the administrative functions of the Bank were in the hands of an advisory committee, a managing board and a general council. The advisory or central committee of twenty-one members was elected by the general assembly of shareholders. These members represented various professions. The managing board was appointed by the President of the Bank, subject to the approval of the general council. The general council was composed of fourteen members, seven of whom were Germans and seven foreigners. The President of the Bank was to be elected from among the seven German members by a majority of nine members—six of whom had to be Germans—subject to the approval of the President of the Republic. The general council elected one of its foreign members to serve as the Commissioner of Currency.

Radical changes in the management of the Bank have been effected since 1924. In accordance with the Young Plan in 1930, the foreign element in the general council was



abolished, and the number of members was reduced from fourteen to ten consisting exclusively of Germans. The Commissioner of Currency was also to be a German. Further changes were introduced by the law of 1938. The general council was abolished, and provision was made for the appointment by the Reich President of a managing board. The Reich President now nominates the President of the Bank for four years on the suggestion of the directors of the Bank. The Reich President also nominates for a period of twelve years the directors of the Bank proposed by the Reichsbank President. Under certain conditions the Reich President may dismiss the President and directors of the Bank.

*Note Issue :* Until 1933, four banks apart from the Reichsbank, had the privilege of note issue. The aggregate amount issued by them was small and was fixed at a maximum of 194 million marks by the law of 1924. These notes were not legal tender. The note-issue privilege of these banks was terminated by a decree in 1933 as of December 31, 1935.

By the law of 1924, the Reichsbank must maintain against its note issue a reserve of at least 40 per cent in gold and foreign exchange, of which 30 per cent must be in gold. Foreign exchange eligible as cover for notes consists of notes, foreign bills of not more than fourteen days' maturity, and sight drafts drawn on banks of known standing in important financial centres. The balance of the cover against note issue is to consist of discounted domestic and foreign bills of exchange with a maturity not exceeding three months. Under the 1924 law, the reserve can be allowed to fall below the legal minimum under certain conditions. Thus, the reserve can be reduced in an emergency subject to (a) the imposition of a graduated tax on the difference ; (b) the



maintenance of the discount rate at a minimum of 5 per cent ; and (c) the increase of the discount rate from the minimum as the reserve falls. This system, thus, has the great merit of elasticity, for extraordinary demands can be met without difficulty by increasing the fiduciary issue in the manner prescribed by law. Since July 1931, the reserve has fallen below the statutory requirement, but the Bank rate has not been proportionately increased. The provision that the discount rate must not fall below 5 per cent if the minimum legal reserve is not maintained was suspended until September 1934 by a presidential decree issued in September 1932. The provision for the imposition of a graduated tax and the 5 per cent minimum discount rate when the reserve should fall below 40 per cent was abrogated by the amendments passed in 1933. Further, while the 40 per cent metallic reserve against notes is maintained, these amendments provide that a concurrent resolution of the central committee of stockholders and of the directors of the Reichsbank can empower the Bank to let the metallic reserve fall below the legal minimum. The effect of this provision, as stated by a noted authority, is as follows: 'As it has also been laid down that the securities thus bought (by the Reichsbank in the open market) are to be equivalent to bills for the purpose of note cover, and as the gold and foreign exchange cover is practically of little importance, there are practically no longer any limits to the issue of notes . . . . . Actually the Reichsbank is no longer a note issuing Bank in the old sense, but a Bank to provide money for the state, i.e., for the tasks which the new state has set itself in the new Reich'.

Under the Act of 1924, the Reichsbank has also to maintain a reserve against its demand deposits. The reserve is to be 40 per cent liquid assets consisting of demand

deposits at home and abroad, cheques on other banks, loans payable from day to day, and bills of exchange of a maturity not exceeding thirty days.

### OTHER PUBLIC CREDIT INSTITUTIONS

Apart from the Reichsbank, there are a few public credit institutions in Germany, the principal among which are the Gold Discount Bank, State banks, Reichscreditgesellschaft. Besides these, there exist the smaller provincial and communal banks.

*Golddiskontbank or Gold Discount Bank.*—The German Gold Discount Bank was founded in March 1924, with the object of providing credit to German industry, and in particular to those engaged in foreign trade. It was intended to serve as a central bank for foreign transactions to supplement the Rentenbank which could issue an exclusively internal currency only, namely, the rentenmark. The Gold Discount Bank was therefore given the right to issue notes in English pounds, which, however, were to circulate only outside the country. The privilege was never exercised and was withdrawn under the Bank Law of 1924.

Although originally the capital of the Gold Discount Bank was divided into two equal series, A and B, the former fully paid-up being taken up by the Reichsbank, and the latter being acquired by a consortium of banks upon payment of 25 per cent, the Reichsbank acquired in 1925 the 'B' series of shares from the private banks in exchange for Reichsbank shares. Since that time, the Gold Discount Bank has become an integral part of the Reichsbank. The management of the bank vests in the President of the Reichsbank and certain members of the board of directors of the Reichsbank.

The Gold Discount Bank often acts as a subsidiary to the



Reichsbank and performs such functions as the Reichsbank is prohibited by law from undertaking, and in particular the shifting of short-term funds into the capital market. It accepts deposits, and is not, like the Reichsbank, debarred from paying an interest on deposits. The scope of operation of the bank was broadened in 1930, and it was authorized to issue bonds up to five times its capital and reserves. Its primary function now is to finance foreign trade, particularly when long-term credit is required, for example, in trade with Russia, Turkey and other countries, and in the administering of blocked marks used to foster foreign trade. The bank also played an important part in the task of the re-organization of the commercial banks in 1932.

*The State Banks.*—Besides the Reichsbank, four state banks had the privilege of note issue, the Bayerische Notenbank, the Sächsische Bank, the Badische Bank and the Württembergische Notenbank. This privilege was terminated by a decree in 1933 as of December 31, 1935. Apart from these four banks, there are other state banks which had no power to issue notes. These state banks do not operate for profit. Their principal function is to act as bankers to their respective governments. They are supervised by the states and their earnings go to the state treasuries. Their operations are generally confined to states, and communal or co-operative organizations within the state territories. Personal credit is advanced to a small extent only.

The most important state bank is the Prussian State Bank, generally known as the *Seehandlung*. Next to the Reichsbank, it is the most important public bank in Germany. On account of its huge deposits, on which, unlike the Reichsbank, it can pay interest, the *Seehandlung* exercises considerable influence in the money market. It is one of the largest lenders and borrowers in the market. It is also the

principal lender against stock-exchange securities. In view of losses sustained in 1926 on some of its private transactions, it has restricted its activities to dealings mainly with banks. All engagements of the bank are guaranteed by the Prussian state, which also receives the net profits made by it.

*The Reichs-Kredit-Gesellschaft.*—Although this institution is in the nature of a commercial bank, it is indirectly owned by the Reich. It is an interesting example of private banking activity on the part of the state. Its entire share capital is held by the *Vereinigte Industrie Aktien Gesellschaft*, usually referred to as the Viag, which is owned by the Reich. The Viag is a holding company for managing the Reich Government's interests in business enterprises. It has no branches, but nevertheless has close connexion with all provincial institutions and bankers. It has been able to maintain its position quite well in the face of competition from the big commercial banks.

*Provincial and Communal Banks.*—These are small public institutions situated in provinces, cities and communes all over the country. Their business resembles that of state banks in the smaller states. This group includes local savings banks, central clearing institutions (*Giro Zentralen*) and land banks.

The land banks are maintained by provincial governments. Their functions are partly to give agricultural mortgage credit, partly to give financial assistance to subordinate local authorities, and partly to act as regional central banks to the savings banks.

The German savings banks have a comparatively long history, the first being established in Hamburg in 1778. They were established with the purpose of promoting saving, particularly among the less well-to-do sections in society. They are almost exclusively the creation of muni-



cial authorities, which guarantee their solvency. In each state, they are regulated by law or administrative decree.

Above the savings banks and municipal banks, which are the primary organs of the communal banking system, were erected the district Giro Zentralen, and the Deutsche Giro Zentrale, Berlin, the latter, established in 1918, being the central clearing institution for the whole Reich. The main purpose of this higher Giro organization was to operate payments by book transfer (Giro payment) between one local bank and another, to which the task of distributing liquid balances between the banks was also added.

#### COMMERCIAL OR PRIVATE CREDIT BANKS

German credit banks originated in the fifties of last century. The first joint-stock bank, the A. Schaffhausenscher Bankverein, was founded in Cologne in 1848. Since then, joint-stock banks have been established throughout the country both in Berlin and in provincial towns, until by a process of merger and concentration, they have come to be controlled by what are known as the Grossbanken or big banks. The leading Grossbanken comprise the four D-Banken, namely, the Deutsche Bank, the Disconto Gesellschaft, the Dresdner Bank and the Darmstaedter and Nationalbank, and, in addition, Berliner Handelsgesellschaft, and the Commerz-und Privat-Bank. Following the collapse of the banking system in July 1931, there has been a further process of reorganization, as the result of which the following banks remain as the most important German credit banks: the Deutsche Bank and the Disconto-Gesellschaft, the Dresdner Bank, the Commerz-und Privat-Bank, the Berliner Handelsgesellschaft and the Reichskredit-Gesellschaft. The latter, although a commercial

bank in its operations, belongs to a holding company which again is owned by the Reich.

The joint-stock banks do ordinary commercial banking business and engage in long-period financing of industries. The distinctive characteristic of joint-stock banking in Germany is the integration of branches of finance which elsewhere are often separate. This characteristic is a combination of British deposit banking with the long-term finance associated with the French *banques d'affaires*. In fact, the rise of German joint-stock banks has gone hand in hand with the industrialization of the country. Banks which assist industries with long-term loans usually have their representatives on the boards of the industrial establishments they finance. A characteristic feature of mixed banking has been for the banks to permit capital developments by taking overdrafts on current accounts. Later these loans have been repaid by issuing securities. If the securities can be easily disposed of, this method of financing presents no serious difficulties. Until the depression of 1929 this system worked on the whole quite satisfactorily. But the experiences of the slump of 1929 were very unhappy. On the Continent particularly, many banks suffered great losses on account of industrial losses, with the result that in many countries legislation has compelled banks to separate their commercial from their industrial banking business. Thus, in the U.S.A., deposit banks have had to abandon their security affiliates.

The commercial banking activities of the German joint-stock banks are similar to those of the deposit banks in other countries. They accept deposits, extend short-term credit, discount trade bills and finance stock exchange transactions through collateral loans.

The end of the last Great War witnessed a great change



in the German banking practice. The War transformed Germany from a creditor into a debtor country. The great impoverishment of the country aggravated by the effects of the inflation made the importation of foreign capital essential for the re-organization of industries. After the currency was stabilized on the adoption of the Dawes Plan in 1924, foreign capital began to flow into Germany. In 1930, these foreign deposits comprised about 35 per cent of the total deposits of the commercial banks. In addition to these deposits, German banks obtained from abroad a large amount of acceptance (reimbursement) credits for account of their customers. In these circumstances, German banks had to maintain a large portion of their funds in liquid assets. Nevertheless, dependence on foreign funds to such an extent implied a constant danger that would materialize immediately foreign funds would begin to be withdrawn for any reason. This danger did manifest itself when the result of the elections of September 1930 caused considerable anxiety abroad. Foreign funds began to be withdrawn, and foreign credits cancelled. The situation became worse when the precarious position of the Austrian Credit Anstalt became known. Loans were obtained from the Bank of International Settlement, and the central banks of England, America and France, but they failed to ease the situation. The collapse of the largest German textile concern, the 'Nordwolle' led to a run on the Danat Bank, which suspended payment. This in turn led to runs on other banks. The situation became so serious that the government had to intervene and afford relief by adopting various measures including the establishment of two new institutions with a view to strengthen the banking structure in general and, in particular, to assist the weak institutions. Further, a decree of September 1931 instituted government

supervision of banks. An office of a Reichs-Commissioner for Banking and a Banking Board were set up for the purpose.

In September 1933, a Commission of Inquiry was appointed 'to inquire what functions should be given to the German banking system in order that German socialism may become a reality'. In December 1934, a Banking Act, which continued and broadened the banking supervision instituted in September 1931, and embodied the main recommendations of the Commission, was placed on the statute book to become operative from January 1935.

### THE BANK LAW OF 1934

This Act regulates all banks with the exception of the Reichsbank, the Golddiskontbank, the Post Office and certain other institutions of an official or special character. The government is empowered to declare other types of business firms as credit institutions and doubtful cases are decided by the Banking Commissioner.

*Liquidity Provisions.*—The Act is designed to ensure the safety of the banking system not only by bringing it under the control of the government, but also by regulations governing the liquidity of banks.

The law provides that the cash reserve of banks must not fall below a stipulated percentage of the total liabilities less savings deposits to be fixed by the Supervisory Board. In addition, every credit institution must maintain a minimum ratio between its current liabilities and its secondary reserves. These reserves shall consist of commercial bills with not more than 90 days to run and securities which will be accepted as guarantees for loans by the Reichsbank. The ratio is to be fixed by the Supervisory Board and may differ



according to the type of institution concerned, but must not exceed 30 per cent in any case.

Holdings of stocks, excepting those representing permanent participation, and bonds not quoted on the German stock exchanges, must not exceed a percentage to current liabilities to be fixed by the Supervisory Board according to the class of credit institution concerned, but limited in any case to a minimum of 5 per cent. The total investments in real estate and permanent participations must not exceed capital and reserves of the institution concerned.

*Loans.*—Unsecured credits exceeding RM 5000 may be granted only on the presentation by a borrower of a statement of affairs or a balance sheet, thus fully revealing his financial condition. Loans granted to a single individual must not exceed a certain percentage of the bank's capital to be fixed by the Supervisory Board. The law considers all affiliated companies as a single borrower. When the total indebtedness of one borrower at one credit institution exceeds RM 1,000,000 during a month, it is termed large credit and must be reported to the Banking Commissioner. The latter may inform the banks concerned if a borrower has obtained large credits from several institutions. This information should prove useful in preventing big business houses playing one bank off against another.

*Savings Deposits.*—These are defined as deposits of money that serve the purpose of investment and not of current payments. Withdrawals are permitted only against presentation of the savings book, and not through the clearing system or by cheque. The Act also provides that savings deposits shall be specially invested according to regulations published by the Supervisory Board.

*Supervision.*—The control over the banking system is a

three-fold one: (a) the Supervisory Board, (b) the Banking Commissioner, and (c) the Reichsbank.

The Supervisory Board resembles and replaces the Banking Board established in 1931. It is established at the Reichsbank and consists of seven members, namely, the President of the Reichsbank Directorate as Chairman, the Reichsbank Vice-President as Deputy Chairman, a person to be nominated by the Leader and Chancellor of the Reich, and the State Secretaries of the Ministries of the Interior, Finance, Economic Affairs and Food.

The Board, it will be observed, is intimately connected with the various executive departments of the government and with the Reichsbank. The object of this close association is to facilitate the adoption of a uniform system of control. Decisions and other orders of the Board are made by its Chairman. The functions of other members are mainly of a consultative character. In the event of the opposition by any member to a decision, it is referred to the government for final disposal.

The primary function of the Board is to safeguard the banking and credit system and to remove any defects found in it. Besides the specific duties and powers of the Board relating to capital structure, liquidity and the clearing system, the law gives the Board a blanket authority over all banking matters. The Act states that it is the duty of the Board to eliminate abuses in banking, to institute appropriate measures when a bank is in difficulty and to require independent auditing of the yearly balance sheets of all credit institutions. The Board may also issue basic rules governing the management of the banks. The Board is further entrusted with judicial powers in connexion with the hearing of appeals against the decisions and rulings of the Banking Commissioner in certain cases. It has



according to the type of institution concerned, but must not exceed 30 per cent in any case.

Holdings of stocks, excepting those representing permanent participation, and bonds not quoted on the German stock exchanges, must not exceed a percentage to current liabilities to be fixed by the Supervisory Board according to the class of credit institution concerned, but limited in any case to a minimum of 5 per cent. The total investments in real estate and permanent participations must not exceed capital and reserves of the institution concerned.

*Loans.*—Unsecured credits exceeding RM 5000 may be granted only on the presentation by a borrower of a statement of affairs or a balance sheet, thus fully revealing his financial condition. Loans granted to a single individual must not exceed a certain percentage of the bank's capital to be fixed by the Supervisory Board. The law considers all affiliated companies as a single borrower. When the total indebtedness of one borrower at one credit institution exceeds RM 1,000,000 during a month, it is termed large credit and must be reported to the Banking Commissioner. The latter may inform the banks concerned if a borrower has obtained large credits from several institutions. This information should prove useful in preventing big business houses playing one bank off against another.

*Savings Deposits.*—These are defined as deposits of money that serve the purpose of investment and not of current payments. Withdrawals are permitted only against presentation of the savings book, and not through the clearing system or by cheque. The Act also provides that savings deposits shall be specially invested according to regulations published by the Supervisory Board.

*Supervision.*—The control over the banking system is a

three-fold one: (a) the Supervisory Board, (b) the Banking Commissioner, and (c) the Reichsbank.

The Supervisory Board resembles and replaces the Banking Board established in 1931. It is established at the Reichsbank and consists of seven members, namely, the President of the Reichsbank Directorate as Chairman, the Reichsbank Vice-President as Deputy Chairman, a person to be nominated by the Leader and Chancellor of the Reich, and the State Secretaries of the Ministries of the Interior, Finance, Economic Affairs and Food.

The Board, it will be observed, is intimately connected with the various executive departments of the government and with the Reichsbank. The object of this close association is to facilitate the adoption of a uniform system of control. Decisions and other orders of the Board are made by its Chairman. The functions of other members are mainly of a consultative character. In the event of the opposition by any member to a decision, it is referred to the government for final disposal.

The primary function of the Board is to safeguard the banking and credit system and to remove any defects found in it. Besides the specific duties and powers of the Board relating to capital structure, liquidity and the clearing system, the law gives the Board a blanket authority over all banking matters. The Act states that it is the duty of the Board to eliminate abuses in banking, to institute appropriate measures when a bank is in difficulty and to require independent auditing of the yearly balance sheets of all credit institutions. The Board may also issue basic rules governing the management of the banks. The Board is further entrusted with judicial powers in connexion with the hearing of appeals against the decisions and rulings of the Banking Commissioner in certain cases. It has



authority to issue instructions governing the activities of the Banking Commissioner.

*The Banking Commissioner.*—This official alone comes into direct personal contact with banks in the discharge of his duties. He is appointed by the Chancellor of the Reich on the advice of the President of the Reichsbank, and is responsible for the administration of the Act in accordance with instructions issued to him by the Supervisory Board.

The Commissioner is in charge of the issue of licenses for the establishment of new banks, and has wide powers over the establishment and continuance of banks. He can order banks to be liquidated and can decide whether the officials of a bank are trustworthy and suitable for their positions. He virtually controls short-term money rates through his ability to declare, as binding, majority decisions of central organizations regarding interest rates and the restriction of competition, and through his powers to issue such regulations himself, should central organizations fail to come to an agreement. He has almost unlimited rights to demand information about the business of banks. The degree of control exercised by the Banking Commissioner becomes evident when it is borne in mind that only certain of his rulings and orders can be referred for final judgment to the Supervisory Board. In all other cases, his decision is final and irrevocable.

*The Reichsbank.*—The Reichsbank has indirectly, if not directly, great powers of control over the credit and banking system. Its direct powers under the Act are limited, for example, the right to demand statistics from banks, the determination of the form in which they shall be supplied and the demanding of explanations of balance sheets and profit and loss accounts. But its indirect influence is great in view

of the fact that both the President and the Vice-President of the Reichsbank are leading members of the Supervisory Board.

Banking in Germany, it will be noted, is subject to a dual control. The Reichsbank has power to control credit, and is also invested with certain other powers under the Bank Law of 1934. It is thus in supreme control in so far as the quantity of credit is concerned. The qualitative control over credit is exercised by the Supervisory Board and its executive officer, the Banking Commissioner. The two aspects of control are, however, harmonized by the close relation which exists between the respective authorities.

#### THE REICHSBANK AND CONTROL OF CREDIT

The duties of the Reichsbank after its reconstitution in 1924 are four in number, namely, the control of the discount rate and of the operations undertaken by the Golddiskontbank, the rationing of credit and direct action on banks. The Reichsbank is prohibited from carrying out open market operations. In contrast with the Federal Reserve Banks, which rely mainly upon open market operations for controlling credit, the Reichsbank depends primarily upon the discount rate to achieve the same object.

*Discount Rate.*—In its discount rate policy, the Reichsbank has sought to regulate the flow of credit and maintain the stability of the German exchange. In view of the importance of foreign funds to Germany, exchange considerations have played an important part in this policy. Apart from this the Reichsbank has tried to maintain interest rates low and to divert funds from the money market, when conditions in it were very easy, to the capital market.

In pursuing these objectives in its discount rate policy, the Reichsbank has been faced with considerable difficulties.



In the first place, the great dependence on foreign funds has introduced a complication, for, if the discount rate was raised to discourage speculation and internal expansion of credit, foreign funds flowed in and made conditions in the money market easy. On the other hand, if it was lowered to discourage the inflow of foreign money, banks found it profitable to borrow from the Reichsbank and expand credit. In the second place, during 1924 and 1925, market rates were always lower than the discount rate. The discount rate was therefore practically ineffective. Further, joint-stock banks had another access to funds, in foreign markets, in times of difficulty. Up to August 1926, the time up to which the Reichsbank kept the mark pegged to the dollar, banks and industrial establishments could either obtain funds from the Reichsbank, or borrow abroad and sell their foreign bills of exchange to the Reichsbank. The unpegging of the dollar, however, and the consequent risk of loss from exchange fluctuations, caused the banks partially to abandon this method of obtaining marks through the sale of borrowed foreign exchange. In the third place, control of the money market by the Reichsbank was rendered difficult during the first few years following stabilization by the independent actions of such institutions as the State Railway and the Post Office, which controlled large funds.

The crisis of 1931 witnessed a distinct change in the Reichsbank's discount rate policy. The banking crisis of that year, which led to the adoption of rigid foreign exchange restrictions, the freezing of foreign balances by means of stand-still agreements, and the impossibility of obtaining foreign credits, brought to an end the Reichsbank's policy of regulating the discount rate with a view to conditions in foreign markets. Since the middle of 1931, the discount



rate policy has been determined primarily by domestic considerations.

*Operations by the Golddiskontbank.*—When conditions in the market have been very easy, the Reichsbank has used the Golddiskontbank to take surplus funds off the market and to transfer them to the capital market, so as to reduce the discrepancy between short-term and long-term money rates.

*Credit Rationing.*—At the beginning of 1934, when borrowing from it increased greatly, the Reichsbank, instead of raising its discount rate, instituted a policy of credit rationing. It fixed the amount of its loans and discounts outstanding on April 7, 1924 as the maximum volume of credit it would extend in future. The policy of credit rationing was resorted to from April 1924 to the end of 1925, in the spring of 1929 and again in July 1931. In each case, it coincided with the loss of confidence in the mark by both foreigners and German nationals.

*Direct Action.*—A policy of direct action was instituted in May 1927 to curtail a speculative boom on the stock exchange. At that time, the discount rate proved ineffective in combating a stock exchange boom, and the President of the Reichsbank forced the large German banks to reduce their loans on securities used for stock exchange operations.

*Berlin as an International Financial Centre.*—Since the end of the Franco-Prussian War and until war broke out in 1914, Berlin was recognized as an important international market. The influence of Berlin increased after the establishment of the Reichsbank in 1875. An important characteristic of German commercial banking has been the great help it has given to the industrial development of the country. In the growth of German industrialization and consequent accumulation of national wealth, German banks have played no insignificant rôle. They were also



enabled in their turn by the growing national wealth to lend abroad, and finance foreign governments and industrial enterprises. Although Germany lent a considerable sum abroad, her banks, however, continued to borrow short-term money from foreign centres. Thus, during the period before the last War, Germany was at the same time a lender of long-term capital and a borrower of short-term funds.

The War of 1914-18 and the subsequent inflation not only converted Germany from a creditor into a debtor country, but also made her absolutely dependent upon foreign capital for the re-organization of her industries. She became only a borrower in the international markets and her influence as an international financial centre deteriorated. From 1924 to 1931, the Berlin money market was entirely under the influence of the movement of foreign short-term funds. After 1931, the National Socialist Party gradually became supreme, and financial and economic policy was made to serve national interests as conceived by the National Socialists.

PART III

INDIAN BANKING AND MONEY MARKET





## CHAPTER XVII

### THE INDIAN MONEY MARKET ITS CONSTITUENTS

THE money market in India is divided broadly into two parts: the organized, sometimes referred to as the European or central, consisting of and controlled by banking institutions working on western lines, and the unorganized, also known as the Indian or the bazaar market, composed of money-lenders and indigenous bankers.

#### THE ORGANIZED MONEY MARKET

The principal constituents of the organized market are the Reserve Bank, the Imperial Bank, the Exchange Banks and the Indian Joint-stock banks. We shall give here a short descriptive account of these institutions.

#### THE RESERVE BANK OF INDIA

An Act constituting the Reserve Bank of India was passed in 1934, and the Bank started work in 1935. Like many other central banks, the Reserve Bank is the creature of a statute, and differs in this respect from the Bank of England, which is a product of slow evolutionary growth.

*Central Banking Functions.*—The Reserve Bank was set up with a definite purpose, to discharge the functions appropriate to a central bank. The preamble to the Reserve Bank Act says that 'it is expedient to constitute a Reserve Bank for India to regulate the issue of Bank notes and the keeping of reserves with a view to secure monetary stability in British India and generally to operate the currency and credit system of the country to its advantage'. The utter inadequacy of the previous financial system,



under which currency was in the control of the Government of India and credit was controlled by the Imperial Bank, was patent, for there was no one institution regulating currency and credit policy from the point of view of national economic interest. The Reserve Bank was established to remove this defect and to better minister to the currency and credit requirements of the economic life of the country. As a central bank, the Reserve Bank has a three-fold function. It is a note-issuing bank. Since the establishment of the Bank, it has been the sole authority for issuing notes. Secondly, it is the bankers' bank, for commercial banks, which are scheduled to it, have not only to maintain with it a statutory deposit, but may also obtain accommodation from it, in times of difficulty and crisis, against eligible paper. Thirdly, it is the banker to the government, both central and provincial.

*Organization.*—The Reserve Bank is a shareholders' bank. In spite of considerable political pressure exercised in favour of making it a state institution—the 1927 Reserve Bank Bill was abandoned largely owing to this agitation—the Bank has been constituted as a shareholders' bank. This is a welcome decision inasmuch as it is desirable that a central bank should not be made amenable to the influence of political or sectional parties in the legislature.

The original share capital of the Bank is Rs 5 crores, divided into fully paid-up shares of Rs 100/- each. With a view presumably to secure a more or less even distribution of shares all over the country, it was provided that separate registers of shareholders were to be maintained at Bombay, Calcutta, Delhi, Madras and Rangoon. It was further provided, presumably for the purpose of preventing concentration of shares in a few hands and the consequent domination of the Bank by them, that each shareholder should be

entitled to one vote for every five shares held, subject to a maximum of ten votes. As shares can be transferred from one register to another, and be held in the name of different persons subject to the influence of a particular individual, both these purposes have in practice been considerably frustrated.

*Management.*—The management of the Bank is entrusted to a Central Board of Directors 'which may exercise all powers and do all acts and things which may be exercised or done by the Bank and are not by the Act expressly directed or required to be done by the Bank in general meeting'.

The Central Board consists of 16 Directors, namely:

- (i) a Governor and two Deputy-Governors appointed by the Governor-General in Council after consideration of the recommendations made on that behalf by the Board ;
- (ii) four Directors to be nominated by the Governor-General in Council. The reason for this nominated element is explained in the following extract from the London Committee's report<sup>1</sup>:  
 ' In view . . . of the fact that in the particular circumstances of India election may fail to secure the representation of some important elements in the economic life of the country, such as agricultural interests, we recommend that a minority of the Board should be nominated . . . it being understood that this power would be exercised to redress any such deficiencies.'
- (iii) eight Directors to be elected on behalf of shareholders of the various registers on the basis of

<sup>1</sup> Quoted by Findlay Shirras in an article in the *Economic Journal*, June, 1934.



two Directors each for the Bombay, Calcutta and Delhi registers, and one Director each for the Madras and Rangoon registers ;

(iv) one government official to be nominated by the Governor-General in Council.

The Governor and Deputy-Governors are whole-time salaried Directors of the Bank. They hold office for a term not exceeding five years and are eligible for reappointment. The government official Director holds office during the pleasure of the Governor-General in Council. A Deputy-Governor and the nominated Government official Director may attend any meeting of the Central Board, and take part in its deliberations, but are not entitled to vote. In the absence of the Governor, a Deputy-Governor may vote, if authorized in writing by the Governor. Other Directors, whether elected or nominated hold office for five years.

No Director and no member of a Local Board, whose composition is described below, can be a member of any legislature, Central or Provincial, unless within two months of his appointment, nomination or election, he ceases to be such a member. No salaried government official, or salaried official of an Indian State, or officer or employee of any bank, or Director of any bank other than a co-operative bank is entitled to be a Director or a member of a Local Board. An elected or nominated Director, or any member of a Local Board, shall cease to hold office if, at any time after six months from the date of his nomination or election, he is not registered as a holder of unencumbered shares of the Bank of a nominal value of not less than Rs 5,000, or if he ceases to hold unencumbered shares of that value, and any such Director shall cease to hold office, if without leave from the Governor-General in Council he absents himself from three consecutive meetings of the Central Board.

The Governor shall convene meetings of the Central Board at least six times in each year and at least once in each quarter.

*Local Boards.*—A Local Board constituted for each of the five areas for which share-registers have been opened, shall consist of:

- (i) five members elected from amongst themselves by the shareholders, who are registered on the register for that area and are qualified to vote and
- (ii) not more than three members nominated by the Central Board from amongst shareholders registered on the register for the area with a view to secure the representation of territorial or economic interests not already represented, and in particular the representation of agricultural interests and the interests of co-operative banks.

A Local Board has mainly two functions. In the first place, the elected members of the Local Board shall elect from amongst themselves one or two persons, as the case may be, to be Directors of the Bank representing the shareholders of the particular area. In the second place, the Local Board shall advise the Central Board on such matters as may be generally or specifically referred to it, and shall perform such duties as the Board may, by regulations, delegate to it.

*Some other Features of the Reserve Bank.*—Apart from the separation of the Issue from the Banking Department, among other features of the Bank that deserve mention are the following:

- (a) *Agricultural Credit Department.*—It was a statutory obligation of the Reserve Bank to create



a special Agricultural Credit Department, the functions of which should be (i) to maintain an expert staff to study all questions of agricultural credit and to be available for consultation by the Governor-General in Council, Local Governments, Provincial Co-operative banks and other banking organizations, and (ii) to co-ordinate the operations of the Bank in connexion with agricultural credit and its relations with Provincial co-operative banks or organizations engaged in the business of agricultural credit.

We shall deal with these functions of the Bank in greater detail in a later chapter.

- (b) *Agreement between the Reserve Bank and the Imperial Bank.*—This agreement, which is for a period of 15 years, is set out in the Third Schedule to the Reserve Bank of India Act. Under this agreement, the Imperial Bank has been constituted as the sole agent of the Reserve Bank at all places where there is a branch of the Imperial Bank in existence at the commencement of the Bank, and where there is no branch of the Banking Department of the Reserve Bank of India. The Imperial Bank gets a commission from the Reserve Bank for the performance of this service.
- (c) *Statutory Deposits of Scheduled Banks.*—A bank having a paid-up capital and reserve of not less than five lakhs of rupees is entitled to be included in the Second Schedule to the Reserve Bank of India Act. All such scheduled banks have to maintain with the Reserve Bank a

balance which shall not at the close of business on any day be less than five per cent of their demand liabilities and two per cent of their time liabilities. A penalty is also imposed for non-compliance with this provision.

*The Two Departments.*—On the model of the Bank of England, the Reserve Bank of India maintains its Issue Department separately from the Banking Department. The separation of the two departments is, however, not a common feature with all central banks.

The following is a weekly statement published by the Reserve Bank and relates to its affairs as on March 28, 1941.

### *Issue Department*

In lakhs of rupees

LIABILITIES	Rs	Rs	ASSETS	Rs	Rs
Notes held in the Banking Department ...	11.59		A. Gold Coin and Bullion:		
			(a) Held in India ...	44.42	
Notes in circulation:			(b) Held outside India	...	
(a) Legal Tender in India ...	240.55		Sterling Securities ..	102.24	146.66
(b) Legal Tender in Burma only ...	17.11		B. Rupee Coin Govt. of India	...	34.71
			Rupee Securities ...	...	87.88
Total notes issued	...	269.25	Internal Bills of Exchange & other commercial paper	...	
TOTAL ...	...	269.25	TOTAL ...	...	269.25



*Banking Department*

In lakhs of rupees

LIABILITIES	Rs.	ASSETS	Rs.
Capital ...	5,00	Notes:	
Reserve Fund ...	5,00	(a) Legal Tender in India ...	11,25
DEPOSITS:		(b) Legal Tender in Burma ...	34
(a) Government—		Rupee Coin ...	8
(i) Central Government ...	5,09	Subsidiary Coin ...	4
(ii) Government of Burma ...	4,88	BILLS PURCHASED AND DISCOUNTED:	
(iii) Other Government Accounts	12,44	(a) Internal ...	...
(b) Banks ...	35,49	(b) External ...	...
(c) Others ...	6,10	(c) Govt. Treasury Bills ...	3
Bills payable ...	72	Balance held abroad	42,25
Other liabilities ...	3,84	Loans & Advances to Government ...	16,00
TOTAL ...	78,56	Other Loans and Advances ...	6
		Investments ...	7,17
		Other assets ...	1,34
		TOTAL ...	78,56

*Issue Department—Liabilities.*—On the liabilities side of the Issue Department, the first item is the notes held in the Banking Department. It will be seen that the amount of these notes agrees with the total notes shown on the assets side of the Banking Department. These notes form part of the total cash balance of the Reserve Bank. The next item is notes in circulation which is one of the most important items in the entire weekly statement. Notes in circulation comprise all notes issued by the Bank other than those held in the Banking Department, and include notes held

by Government treasuries and commercial banks, as well as those in circulation among the public. Changes in note circulation usually reflect the increases or decreases in the currency requirements of trade and industry. During the busy season in India, owing to the increased requirements for money for financing crop movements there is usually a large absorption of currency and this absorption is generally followed by a return of currency during the slack season.

*Issue Department—Assets.*—In India, the proportional method of holding reserves against notes has been adopted instead of the fixed fiduciary system which obtains in the U. K. The Reserve Bank of India Act lays down that the assets of the Issue Department shall consist of not less than two-fifths in gold coin, gold bullion or sterling securities, provided that the amount of gold shall not at any time be less than Rs 40 crores in value ; and the remaining three-fifths may be held in rupee coin, Government of India rupee securities of any maturity and such bills of exchange and promissory notes payable in India as are eligible for purchase by the Reserve Bank, provided that the rupee securities shall not exceed one-fourth of the total amount of assets or Rs 50 crores, whichever is greater, or, with the previous sanction of the Governor General in Council, such amount plus a sum of Rs 10 crores. The suspension of the reserve requirements is permitted with the previous sanction of the Governor-General in Council on payment of a tax during such periods of suspension. The imposition of the tax is intended to prevent undue expansion.

On the assets side, the first item is the gold coin and gold bullion held by the Bank in terms of Section 33 of the Act, against the notes issued by it. This item is divided into two heads, namely, gold held inside and gold held outside India. Gold held in India consists of bullion and sovereigns



held in Government mints on behalf of the Bank as well as in branches of the Issue Department. At present the entire gold stock of the Bank is held in India.

The sterling securities which form a part of the statutory reserves against note issue consist, in accordance with Section 33 (6) of the Act, of Government securities of the United Kingdom maturing within five years. As a result of conditions arising out of the war sterling has tended to accumulate with the Bank.

*Banking Department—Liabilities.*—On the liabilities side of the Banking Department the first two items are the paid-up capital and the reserve fund. The capital of Rs 5 crores, with the exception of Rs 2,20,000 which is held by the Government for disposal to directors to enable them to obtain the minimum share qualification, was subscribed for by the public. The reserve fund of Rs 5 crores was provided by the Government in the form of Government securities in accordance with Section 46.

The deposits of the Bank are divided under three heads, namely, Government, banks and others. The Government deposits which are held by the Bank in terms of Section 20 and 21 of the Act are further sub-divided into (1) Central Government deposits, (2) Government of Burma deposits and (3) other Government accounts. The other Government accounts include the deposits of the various Provincial Governments. Since the fall of Burma, the second sub-head has been dropped.

The bankers' deposits mainly comprise the deposits, lodged by the scheduled banks under Section 42 of the Act. The fluctuations in these deposits are an important index to the conditions prevailing in the money market. During the busy season from November to May the excess deposits of the scheduled banks with the Reserve Bank usually show

a decline but they generally increase during the slack season from June to October.

The remaining two items on the liabilities side of the Banking Department are 'Bills Payable' and 'Other Liabilities'. The former comprise mainly the various forms of bills drawn by the offices of the Bank upon each other while the latter include the various amounts held in suspense, principally transactions in transit between the offices of the Bank and profits for distribution to shareholders and to Government.

*Banking Department—Assets.*—On the assets side the first three items are notes, rupee coin and subsidiary coin which together form the cash balance of the Reserve Bank. The notes held in the Banking Department have also been shown on the liabilities side of the Issue Department.

Bills discounted have been sub-divided under three heads, namely, internal, external and Government of India Treasury Bills. Owing to the fact that the years following the establishment of the Reserve Bank of India witnessed an era of cheap money conditions, there has not been much demand on the Reserve Bank for the rediscount of commercial bills, and such bills as have been rediscounted have been for comparatively small amounts and mainly for seasonal requirements for crop finance. Moreover, owing to the special facilities given by the Reserve Bank for rediscounting Treasury Bills, the larger scheduled banks have preferred this form of borrowing. At present the Treasury Bills of the Central and Provincial governments are rediscounted by the Reserve Bank at rates which are slightly higher than those prevailing at the nearest weekly tender, and which can be ascertained from time to time from offices of the Reserve Bank.

The balance held abroad includes cash and short-term



securities held on account of the Reserve Bank by the Bank of England. The short-term securities consist entirely of United Kingdom Treasury Bills. Other United Kingdom securities are held under 'Investments'.

Ways and means advances to the Central and Provincial governments are grouped under the heading 'Loans and Advances to Government'. Such advances are made under Section 17 (5) of the Reserve Bank Act and are repayable in each case within three months from the date of advance.

The investments in the Banking Department consist of rupee securities of the Government of India and United Kingdom securities and include those delivered to the Bank by the Central Government in respect of its reserve fund. Under Section 17(8) the amount of rupee securities held in the Banking Department shall be so regulated that their total value shall not exceed the aggregate amount of the share capital of the Bank, the reserve fund and three-fifths of the liabilities of the Banking Department in respect of deposits. It is further provided that the value of the securities maturing after one year shall not exceed the aggregate amount of the share capital of the Bank, the reserve fund and two-fifths of the liabilities of the Banking Department in respect of deposits and that the value of securities maturing after ten years shall not exceed the aggregate amount of the share capital of the Bank, the reserve fund and one-fifth of the liabilities of the Banking Department in respect of deposits.

The item 'Other Assets' comprises furniture, fittings and stationery, as well as certain items in course of collection.

## CHAPTER XVIII

### THE INDIAN MONEY MARKET ITS CONSTITUENTS

( *Continued* )

#### II.—THE IMPERIAL BANK OF INDIA

The Imperial Bank of India occupies a unique place in the Indian money market. Up to 1934, it functioned as a central bank of a sort. Further, its vast size and resources place it far ahead of any other bank in the money market. Before the establishment of the Reserve Bank, when the Imperial Bank used to hold Government balances, its total deposits exceeded those of the Indian deposits of all the Exchange Banks, and often even the total deposits of all Indian joint-stock banks. Even after the creation of the Reserve Bank, when Government balances and certain other accounts had been transferred to it, the total deposits of the Imperial Bank were above the Indian deposits of all Exchange Banks, and not very much below the deposits of all Indian joint-stock banks. This will be evident from the following figures:

*Deposits of Banks in '000 Rs*

	Reserve Bank	Imperial Bank	Exchange Bank (Indian deposit)	Joint-stock Banks
1934	...	81,00,15	71,39,37	81,88,38
1936	23,28,44	78,79,50	75,22,55	1,03,60,67
1941	56,14,00	108,92,00	106,73,00	1,49,09,00

*The Imperial Bank was not a real Central Bank.—*  
Before the establishment of the Reserve Bank, the



Imperial Bank, although it functioned in many respects as a central bank, was not a true Central Bank. It did not perform many of the essential central banking functions, and those that it did it more often than not performed only partially. It was not the note-issuing authority. The duality in control of currency and credit hampered its function as a regulator of currency and credit. It was not entitled to operate in foreign exchange business. Its main purpose was to work for profit, within, of course, the limitations imposed upon it by statute. The fluctuations in its rates during the year, and the level of the rates itself, bear testimony to this. It was, however, the holder of Government balances, but not entirely. It was the agent for Government's financial operations but in part only. It held the reserves of other banks, and acted as a bankers' bank, but only partially, for there was a considerable hostility towards it on the part of other joint-stock banks. It, however, rendered considerable assistance in the matter of providing emergency credit by means of rediscounting.

*Why the Imperial Bank was not set up as the Reserve Bank.*—Since the Imperial Bank was discharging, with some measure of success, some of the functions of a central bank, the question naturally arises as to why it was not itself constituted as the Reserve Bank. The answer to this is two-fold. To convert it into the Reserve Bank would in the first place, have involved the shearing of its commercial banking functions. And to do this, in the second place, would be greatly detrimental to the cause of banking development in the country as well as of assuring cheap credit facilities to traders and other borrowers. Thus, the Hilton-Young Commission observed that the conversion of the Imperial Bank into a true central bank would involve a radical amendment of its charter, and would preclude it



' from undertaking a great many tasks which it now successfully performs as a commercial bank. The country would then lose the benefit of the elaborate and widespread organization which has been set up through the length and breadth of India to make available to the community the increased commercial banking facilities, which are so urgently needed, and to assist in fostering, among the people as a whole, the habit of banking and investment. This consideration alone negatives the idea of disturbing the present functions of the Imperial Bank '.

*The Imperial Bank up to 1934.*—The Imperial Bank was formed in January 1921 by the amalgamation of the three Presidency Banks of Bengal, Bombay and Madras. Under the amalgamation scheme, which was given effect to by the Imperial Bank of India Act, 1920, the paid-up capital of the bank increased from Rs 3 $\frac{3}{4}$  crores to about Rs 6 crores.

*Management.*—The Boards of the Presidency Banks became the Local Boards of the Imperial Bank. The Central Board was constituted by the Presidents, Vice-Presidents and Secretaries of the Local Boards, the Controller of Currency, a maximum of two Managing Governors appointed by the Governor-General and a maximum of four non-official nominees of the Governor-General. Thus Government control over the business of the bank was complete. Further, the Governor-General was empowered to issue instructions to the bank with the specific object of safe-guarding Government balances or the financial policy of the Government.

*Functions.*—This large and effective control by the Government of the bank was essentially an outcome of its function as the Government's bankers. It held the balances of the Government free of interest at places where it had offices, did the Treasury work of the Government free of cost, managed the public debt



of the Government, provided the machinery for the floatation of loans, while its London office managed the rupee debt in London, receiving a fixed remuneration for the work. Among its other banking functions may be mentioned its rôle as a bankers' bank, the management of the Clearing House, and an obligation to extend banking facilities in the country, as evidenced in the statutory responsibility to open not less than 100 branches within the first five years of its inauguration. This responsibility was duly discharged, for 102 new branches were opened by 31st March 1926.

Certain restrictions were specifically imposed on the business the bank could transact. It was, for example, prohibited from making loans for a period longer than six months, or upon the original security of immovable property, from discounting or making loans against any bill unless it carried the several responsibilities of at least two persons or firms unconnected with each other in general partnership, from granting unsecured overdrafts in excess of Re 1 lakh, and from transacting any foreign exchange business.

The Imperial Bank was not to have the control of the note issue. That continued to be the responsibility of the Government.

*The Imperial Bank at Work.*—Although the Imperial Bank had not the authority to issue notes, it held Government balances, did Treasury work and functioned to a certain extent as a bankers' bank. With a view to assist the money market in the busy season it could obtain loans from the Paper Currency Department of the Government up to a maximum of 12 crores at the Bank rate, subject to a minimum limit of six per cent for the first Rs 4 crores and seven per cent for the remaining Rs 8 crores on the security of internal bills of exchange or hundis of an



equivalent amount. Commercial banks, inclusive of Exchange Banks, used to maintain, and still maintain, balances with it and approach it for accommodation against eligible securities, mostly Government paper, in times of stress. The rate which the Imperial Bank used to charge was for all practical purposes the then Bank rate in the country, although it should be noted that this rate was charged on advances against Government securities, and not commercial bills. It financed and still finances internal trade to a considerable extent by discounting hundis of approved indigenous bankers. It further financed internal trade by providing cheap remittance facilities through the Treasury in places where it had no branches. It also rendered appreciable help to banks in distress, for example, the Tata Industrial Bank, the Bengal National Bank and some other banks in recent years. It managed the Clearing House. It provided and still provides remittance facilities between its numerous branches to other banks and to the public at cheap rates varying usually between  $\frac{1}{4}$  and  $\frac{1}{32}$  per cent. A notable achievement to its credit is the considerable levelling down of interest rates and the stabilization of the money markets. Further, as already stated, it has rendered signal service in extending banking facilities throughout the country.

*The Amendment Act of 1934.*—On the constitution of the Reserve Bank, the Government have practically withdrawn from their association with, and control over, the Imperial Bank. The bank, however, still operates under a special Act, the Imperial Bank Amendment Act of 1934. This special treatment is a recognition of its unique place in the Indian money market, as well as of its special position as the agent of the Reserve Bank in places where the latter has no branches. Although



the bank has ceased to be the banker to the Government, yet the Amending Act provides for the nomination by the Governor-General in Council of not more than two persons, as well as of a Government officer, on the Central Board. This officer is entitled to attend and participate in the meetings of the Board, but not to vote.

With the withdrawal of the special privileges previously enjoyed by the bank, such as the holding of Government balances and the management of public debt, the special restrictions imposed on the bank's business have also been largely removed. Under the amending Act, the bank is now authorized to open branches or agencies in India or elsewhere, to transact foreign exchange business, and to undertake banking business of any kind, including borrowing abroad. It can now buy and sell foreign bills of exchange of a currency of nine, instead of six, months, if they relate to the financing of seasonal agricultural operations. It can make advances against goods hypothecated to it, instead of being restricted to advances only against goods in its possession or documents of title which are deposited with it. It can further accept as security for loans and cash credits Reserve Bank shares, municipal debentures, and securities of Native States, when permitted by the Governor-General in Council, as also debentures or fully-paid shares of limited liability companies, approved by the Central Board.

### THE WEEKLY STATEMENT

Unlike any other commercial bank, the Imperial Bank, although not obliged by law, publishes a weekly statement of its affairs, which is of great value to an understanding of money market conditions. The following is its statement for the week ended April 18, 1941:

THE IMPERIAL BANK STATEMENT

WEEK ENDED APRIL 18, 1941

In '000 Rs

LIABILITIES	Rs	Rs
Capital—		
Authorized: 2,25,000 shares of Rs 500 each ...	11,25,00	
Issued and Subscribed 2,25,000 shares of Rs 500 each ...	11,25,00	
Called up 75,000 shares of Rs 500 each fully paid ...	3,75,00	
1,50,000 shares of Rs 500 each Rs 125 paid ...	1,87,50	
Reserve Liability of shareholders: Rs 375 per share on 1,50,000 shares ...	5,62,50	5,62,50
Reserve Fund ...	...	5,62,50
Fixed Deposit, Savings Bank, Current and other accounts ...	...	98,54,13
Loans against securities per contra ...	...	nil
Sundries ...	...	79,61
TOTAL ...	...	1,10,58,74

ASSETS	Rs	Rs
Investments—		
Government securities ...	55,33,75	
Other authorized investments ...	1,10,68	
Advances—		56,44,43
Loans ...	8,96,64	
Cash-credit and overdrafts ...	27,03,15	
Bills discounted and purchased ...	5,17,49	
Liabilities of constituents for acceptance per contra ...	...	41,17,28
Dead stock ...	...	nil
Sundries ...	...	1,81,70
Bullion ...	...	70,26
Cash—		nil
In hand and with Reserve Bank ...	8,66,53	
Balances with other banks ...	1,78,53	
TOTAL ...	...	10,45,06
		1,10,58,73



On the liabilities side, the Imperial Bank's paid-up capital and reserve amount to Rs 11 crores 25 lakhs which is  $1\frac{1}{4}$  crores above the combined figure of the Reserve Bank. The total deposits amount to over Rs 98 crores and 55 lakhs. During the same week, the total deposits of the Reserve Bank stood at a little over Rs 46 crores 23 lakhs, inclusive of the statutory deposits of the scheduled banks amounting to over Rs 26 crores 77 lakhs. For the same week, the demand and time liabilities of all the scheduled banks amounted to Rs 289 crores 54 lakhs. This sum includes the deposits of the Imperial Bank for the week at Rs 98 crores 54 lakhs. Thus the Imperial Bank accounted for a little over 34 per cent of the deposits of all the scheduled banks.

### ASSETS

On the assets side, investments at Rs 56,44,43,000 consisting of Government and Trustee securities and Treasury Bills amount to about 50 per cent of the total liabilities or 55 per cent of the total deposits.

Loans, bills, and other advances at Rs 41,17,28,000 amount to about 37 per cent of the total liabilities and 42 per cent of the total deposits. For the same week, the total advances and bills of all the scheduled banks add up to Rs 1,37,74,81,000 of which the Imperial Bank accounts for nearly 30 per cent. Of total bills discounted by all scheduled banks, the Imperial Bank alone accounts for over 75 per cent.

Cash at about Rs 10,45 lakhs amounts to over nine per cent of the total liabilities, and over ten per cent of the total deposits, and represents about 28 per cent of the total cash of all scheduled banks.

### III.—EXCHANGE BANKS

Exchange Banks are essentially commercial banks, like Indian joint-stock banks, but have their head offices outside India. They are foreign banks. They probably derive their name from the fact that they are primarily engaged in the financing of India's foreign trade, and as such, have to deal largely in foreign exchange business. They have behind them a long record of service in India. They rank among the earliest joint-stock banks operating in this country, and have contributed not a little to the growth of joint-stock banking as well as of the banking habit in this country.

The principal business of these banks is the financing of India's foreign trade. They receive deposits of all kinds, current, savings and fixed ; they purchase bills in foreign currencies ; they make loans against shipping and other documents and finance imports of bullion. In respect of import of bullion, it may be recalled that the gold bars of two banks, the Chartered and the National, particularly of the latter, used to be most popular. This business has, however, considerably declined in recent years. The Exchange Banks also finance some portion of the inland trade, mainly on account of goods in transit prior to export or immediately subsequent to import.

#### BUSINESS OF EXCHANGE BANKS

Although it is usually claimed on behalf of the Exchange Banks that they are concerned principally with the financing of foreign trade and are not interested in inland business, it would appear, however, that they are gradually



extending their activities in this latter business. The outbreak of the war has further accelerated this tendency.

### INDIAN BANKS AND EXCHANGE BUSINESS

It is extremely unfortunate that Indian banks have so far practically avoided foreign exchange business. Their deficiency in this respect has not only meant loss of a large income to India, but also considerable difficulties to those engaged in foreign-trade business, and also in the way of Indians taking an increasing share in this business. In view of the great liquidity, safety and profitability of genuine foreign exchange business, the fact that Indian banks have fought shy of this business is to be deplored. The main reasons, as enumerated by the Central Banking Enquiry Committee, why Indian banks are practically non-existent in the foreign exchange business, are competition of well-established non-Indian Exchange Banks with large capital and reserves, the absence of branches of Indian banks in London and other foreign centres which precludes them from undertaking arbitrage and direct exchange business, the small profits now realized from the business, and the full employment of the resources of Indian banks in internal business of a more profitable character. The opinion of the Committee that foreign exchange business is now not so profitable is, however, not shared by some of the Indian banks which participate, although to a very limited extent, in this business. In spite of the reasons adduced by the Committee for non-participation by Indian banks in foreign exchange business, and there is much truth in them, the greatest handicap appears to be the unwillingness of Indian banks to enter this field owing mainly to their ignorance of the details of this business. A little more courage and ima-

gination, combined with the services of an expert personnel, would certainly enable them to undertake foreign exchange business to their own profit and to the great benefit of Indian businessmen.

### CLASSIFICATION OF EXCHANGE BANKS

Exchange Banks in India are usually classified into two groups: (a) those which do a considerable part of their business in India, that is, those which have 25 per cent or more of their deposits in India and (b) those which are merely agencies of large banking corporations doing a major portion of their business abroad, that is, having less than 25 per cent of their deposits in India. It is doubtful if this differentiation is quite satisfactory, for there are banks in the 'B' group which are very large world-wide institutions, for example, the Lloyds Bank or the Hongkong Shanghai Banking Corporation or the National City Bank of New York, the Indian deposits of which may be less than 25 per cent of their total deposits and yet may amount to a substantial absolute figure and exceed the Indian deposits of banks in Category 'A'. In 1937 there were six banks in Group 'A' and twelve in Group 'B'. In 1941, there were 5 banks in Group 'A' and 12 in Group 'B'.

### INVESTMENTS OF EXCHANGE BANKS

Although figures of Indian deposits of Exchange Banks are furnished in the statistical tables relating to banks in India, no particulars are available in respect of their investments in India. This position is extremely unsatisfactory, inasmuch as no reliable estimate of their operations in the Indian money market can be made. Now that under the new Insurance Act foreign insurance companies have



to publish accounts of their Indian business, there appears to be no sufficient reason why a similar obligation should not be imposed on foreign banks operating in India. It is of course not implied that they should publish their figures of Indian and non-Indian business in India. If Exchange Banks should object to publishing separate accounts for their Indian business, a consolidated statement of their Indian investments under a few major headings may be made available in the same way as a consolidated figure of their total Indian deposits is now published. Even such a statement will be of great use to the student of the Indian money market.

## CHAPTER XIX

### THE INDIAN MONEY MARKET ITS CONSTITUENTS

*(Continued)*

#### IV.—INDIAN JOINT-STOCK BANKS

OF the constituents of the organized money market, the joint-stock banks are the most important. All banks registered under the Indian Companies Act come under this category. The progress of Indian joint-stock banking has been remarkable in this century, and particularly since the last Great War. Joint-stock banks operate today over two-thirds of the centres with banking facilities in the country. Even as late as 1918, there were only 47 banks with a paid-up capital and reserve of Re 1 lakh and over, with 197 branches, and their aggregate paid-up capital and reserves amounted to Rs 6.65 lakhs, the deposits to Rs 42.15 lakhs, and cash balances to Rs 9.85 lakhs. In 1937 the number of these banks increased to 151 with 829 branches and offices, and their aggregate paid-up capital and reserves, deposits, and cash balances amounted to Rs 14.95, Rs 1,08.55 and Rs 18.15 lakhs respectively. In 1940, the corresponding figures for 180 banks with 1,177 offices were Rs 17.19, Rs 1,25.02 and 28.51 lakhs respectively. Their importance *vis-à-vis* the Imperial Bank and the Exchange Banks is revealed in the table below:



*In thousands*

	CAPITAL AND RESERVES			DEPOSITS			CASH BALANCES		
	Exchange	Imperial	Joint-stock	Ex-change <sup>1</sup>	Imperial	Joint-stock	Ex-change <sup>2</sup>	Imperial	Joint-stock
	£	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs
1918 <sup>1</sup>	39,448	7,19,58	6,65,12	61,26,33	59,62,03	42,14,83	22,29,08	17,07,62	9,58,48
1928	187,923	11,01,72	12,29,37	71,13,86	79,25,30	65,35,02	8,05,57	10,58,00	8,71,09
1937	128,312	11,42,92	14,94,96	73,21,01	81,08,07	1,08,55,39	10,58,05	13,43,00	18,12,57
1940	128,686	11,63,61	17,19,48	85,57,47	96,03,12	1,25,02,41	16,53,28	24,82,81	28,50,66

<sup>1</sup> Figures under Imperial Bank refer to the Presidency Banks.<sup>2</sup> Figures refer to Indian Deposits and Indian Cash Balances.

## RAPID GROWTH OF JOINT-STOCK BANKS

Three observations may be made on these figures. The first is the rapid expansion of the deposits of the joint-stock banks between 1918 and 1937, that is, within barely two decades. While the deposits of the Imperial Bank and the Exchange Banks increased by about 33 and 20 per cent, those of the joint-stock banks recorded an increase of about 160 per cent. Between 1937 and 1940, the rate of increase in the deposits of these three categories of banks has been more or less of the same order; the deposits for 1940 being 16, 19 and 16 per cent over that of 1937 for the Imperial Bank, the Exchange Banks and the joint-stock banks respectively. A comparative estimate of the growth of the joint-stock banks as between 1918, 1937 and 1940 is given below:

	1918		1937		1940	
	Head offices	Branches and offices	Head offices	Branches and offices	Head offices	Branches and offices
Imperial Bank ...	3	68	3	163	3	390
Exchange Banks ...	..	48	...	99	...	101
Joint-stock banks ...	47	197	151	829	1,80	1,177

Various factors are responsible for this rapid development of joint-stock banks, of which some are general and others of special importance to Bengal. The general factors are rapid industrial development, increased income and the growth of the habit of thrift. The depression of 1930-31 again witnessed a great fall in prices but no commensurate reduction in salaried incomes, with the result that an impetus was given to the growth of deposits. The factor of special importance to Bengal is the reaction of the great depression



on the loan offices and investment in land. The fall in land values revealed the weakness of this popular form of investment in Bengal, and was also responsible for the sorry plight of the loan offices. From the insecurity of such investments the public began to turn increasingly to banks for the safe-keeping of their surplus income. This process gave a great impetus to the growth of joint-stock banks in Bengal.

It is, however, pertinent to point out that the increase in deposits of the joint-stock banks is largely accounted for by an increase in the number of banks and their branches, and does not imply any strengthening of the average position of individual banks.

Thus in 1918 the average capital and reserve, and deposits per office were about Rs 2.7 lakhs and Rs 17 lakhs respectively ; and the corresponding figures for 1937 were about Rs 1.5 lakhs and Rs 11 lakhs respectively and for 1940 Rs 1.3 and Rs 9.2 lakhs respectively. When, further, it is recalled that there are only a few joint-stock banks with very large capital and reserves as well as deposits, it will become evident that a good number of these banks must be small and weak institutions.

The second observation refers to the position of the cash balances of the joint-stock banks. This position compared with that of the Imperial Bank and of the Exchange Banks is revealed in these figures:

Percentage of Cash to Deposit Liabilities

	1928	1937	1940
Imperial Bank ...	13	17	25.9
Exchange Banks ...	11	14.5	19.3
Joint-stock banks ...	14.5	16.5	22.8

This comparatively satisfactory proportion of the cash balances of the joint-stock banks should not by itself be

interpreted as an indication of either their soundness or their liquidity. Such an interpretation would be possible only after an examination of the structure of assets of these banks. This study will be undertaken later.

In the third place, the figures quoted so far in relation to joint-stock banks, their number, branches, deposits, etc., are not complete. They refer only to such of these banks as have a paid-up capital and reserve of at least Re 1 lakh. There are, however, numerous still smaller banks. Relevant figures in respect of all these banks are unfortunately not available. In a memorandum which the Reserve Bank submitted in connexion with its 'Proposals for an Indian Bank Act', it computed the total number of non-scheduled banks at 1421. No details regarding capital and reserves of 101 banks were available. The capital and reserves of the remaining 1,320 banks as on December 31, 1937 were Rs 4,44,63,000. The capital and reserves of the Indian scheduled joint-stock banks, which numbered only thirty, amounted on the same date to Rs 11,58,78,000. These figures bear, generally speaking, an eloquent testimony to the comparative strength of scheduled and non-scheduled banks. It is, further, noteworthy that the capital and reserves of the two biggest joint-stock banks only, the Bank of India and the Central Bank of India, amounted in 1937 to Rs 5,09,41,000.

#### SCHEDULED AND NON-SCHEDULED BANKS

The Reserve Bank divides all banks into two broad categories: scheduled and non-scheduled banks. We have already described in the last chapter how banks are scheduled to the Reserve Bank. It may be observed that while all non-scheduled banks are Indian banks, registered under the Indian Companies Act, the scheduled banks include the Imperial



Bank and the Exchange banks, which are not so registered. In the following comparative table, the figures for scheduled banks refer to those of the Indian scheduled joint-stock banks only, that is, they exclude the figures for the Imperial Bank and Exchange Banks:

	In lakhs of rupees			
	Total number	Deposits	Cash in hand and at bank	Percentage of cash to total deposit liabilities
Non-scheduled banks, 1938 ... ..	626	15.42	1.06	6.8
Indian scheduled banks, 1937 ...	36	89.78	3.77	4.2

An interesting revelation of this table is the smaller cash reserve of the Indian scheduled banks. The average deposit per bank belonging to non-scheduled and Indian scheduled categories is Rs 2.5 lakhs and about Rs 250 lakhs respectively.

### CONCENTRATION OF RESOURCES

A noteworthy feature of the Indian scheduled banks is the very large concentration of resources in the hands of a few banks. This phenomenon, it should be underlined, is one of concentration of resources only, and not, as in Great Britain, of concentration in banking and consequently of resources also. As distinct from the development in Great Britain, there has been no large-scale process of amalgamation of banks in India. On the contrary, there has been a steady growth in the number of banks as well as in their branches. Apropos of branch expansion, it is interesting to observe that, while in Great Britain amalgamation has led to the closing down of many inefficient and unprofitable branches, in India, on the contrary, there has been a spate of branch

expansion by individual banks with the result that many centres, particularly in the mofussil, have more banking establishments than can possibly be economically and profitably maintained.

### ' THE BIG FIVE '

Following the British precedent, five Indian joint-stock banks are popularly designated as the ' big Indian five '. They are the Bank of India, the Central Bank of India, the Allahabad Bank, the Bank of Baroda and the Punjab National Bank. Of these, the Allahabad Bank is Indian in the sense that it is registered under the Indian Companies Act, but it is Indian neither in respect of management nor of control, for it is affiliated to the Chartered Bank of India, Australia and China. By far the largest bulk of the resources in the money market is, however, controlled by the Central Bank of India and the Bank of India, which may be referred to as ' The biggest two '. The following figures for 1941 will be found interesting:

	Paid-up capital	Reserve	IN '000 Rs	
			Total deposits	Cash balances
Indian scheduled banks, excluding Imperial Bank ...	8,40,76	5,19,14	1,29,04,39	24,20,66
Indian joint-stock banks having a paid-up capital and reserve of over Re 1 lakh ...	11,96,24	6,78,96	1,49,09,25	28,36,46
The big five ...	3,95,12	3,73,14	99,65,88	17,51,44
The biggest two ...	2,68,14	2,45,43	67,17,93	12,08,82
The four big Bengali banks ...	44,78	19,49	6,99,05	1,67,07



Thus, the big five banks control about 33, 55, 66 and 61 per cent respectively of the paid-up capital, reserves, total deposits and cash balances of all Indian joint-stock banks with a paid-up capital and reserve of over Re 1 lakh. Not one of these five banks is from Bengal. The comparative backwardness of the Bengali banks will be evident from the combined figures given above of the four largest Bengali banks, namely, the Comilla Banking Corporation, the Comilla Union Bank, the Bengal Central Bank and the Nath Bank.

#### STRUCTURE OF LIABILITIES AND ASSETS

*Liabilities.*—The main items under liabilities are capital, reserves and deposits.

Capital and reserves fulfil a dual purpose. In the first place, they serve as guarantee funds to the creditors of a bank. Secondly, they constitute funds which can be invested in assets which yield a comparatively higher return, for these funds can be invested for a comparatively longer period. The ratio of capital and reserves to deposits varies from country to country, and from bank to bank. A larger bank and one that enjoys public confidence may have this ratio lower than other banks. This ratio is usually 6 per cent among British joint-stock banks and 13 per cent among Indian joint-stock banks with a paid-up capital and reserve of at least Re 1 lakh.

*Deposits.*—By far the largest bulk of a bank's resources is borrowed from the public. The important feature of these deposits is their division into demand and time deposits. The Reserve Bank publishes figures of the demand and the time liabilities of scheduled banks since 1935. The figures for a few years are noted below:

In lakhs of rupees

	Number of banks	Demand liabilities	Time liabilities	Total
1935 ...	49	1,21.93	98.67	2,20.60
1938 ...	56	1,30.15	1,08.44	2,38.59
1941 ...	62	2,24.73	1,12.79	3,37.52

It will be seen that the demand liabilities of scheduled banks are higher than their time liabilities. This is in striking contrast to the position of non-scheduled banks as the following table will show. The time liabilities of non-scheduled banks are now nearly double their demand liabilities, and this fact is indicative of their less liquid position.

In lakhs of rupees

	Number of banks	Demand liabilities	Time liabilities	Total
1938 ...	626	3.83	11.59	15.42
1940 ...	604	5.26	11.48	16.74
1941 ...	601	7.06	12.48	19.54

*Assets.*—An examination of the assets of a banking concern provides some indication of its solvency and liquidity. No precise or final judgement on the financial position of a bank is, however, possible merely on a study of the balance-sheet figures, for by far the largest item on the assets side is loans and advances. Without a careful scrutiny of the different constituents of this item, it is not possible to venture any opinion as to whether or not the bank is maintaining a satisfactory liquid position and conducting its business on safe lines and in accord with commercial banking principles. The composition of the assets portfolio will also be partly influenced by the composition of the liabilities side. If



time liabilities should preponderate over demand liabilities, a bank need not maintain as liquid a position as it should in the opposite case. Further, what elements will constitute the assets side, and in what proportion, depend largely on the varieties and proportion of investments available to commercial banks from time to time within the territory in which they operate. International comparisons of the structure of assets of commercial banks may be largely vitiated, if due note is not taken of this fact. It may be mentioned here that the general practice among British joint-stock banks is to maintain about 10 per cent of their deposits in cash, 5 to 6 per cent in call money, 15 per cent in bills including Treasury Bills, 30 per cent in investments and about 40 per cent in advances. As against this, scheduled banks in India maintain about 13 per cent of their deposits in cash, 6 per cent in bills, 50 per cent in investments, and 40 per cent in loans and advances.

### DISTRIBUTION OF ASSETS

*Cash.*—The proportion of cash and balances with banks to deposits of the various classes of Indian joint-stock banks during the past four years is shown in the following table:

In lakhs of rupees

	1938 (pre-war)	%	1939	%	1940	%	1941	%
Imperial Bank of India ..	8.99	11.0	11.09	12.6	24.83	25.9	15.27	14.0
Other Indian scheduled banks	13.44	14.6	16.12	17.2	25.02	23.6	24.21	18.8
Non-scheduled banks with capital and reserves over Re 1 lakh ...	1.85	12.4	1.98	12.2	3.48	18.4	4.16	20.7
TOTAL ...	24.28	12.9	29.19	14.8	53.33	24.1	43.64	16.9

The decline in the cash ratio at the end of 1941 in the case of joint-stock banks is attributed partly to a rise in their investments in Government and other gilt-edged securities and partly to a rise in their advances.

*Loans.*—The accompanying table shows the proportion of loans to deposits of the various classes of Indian joint-stock banks during the past four years.

In lakhs of rupees								
	1938 (pre-war)	%	1939	%	1940	%	1941	%
Imperial Bank of India ...	38,30	47·0	48,28	55·0	32,31	33·6	38,88	35·7
Other Indian scheduled banks ...	48,85	53·2	52,58	56·1	48,95	46·1	62,76	48·6
Non-scheduled banks with capital and reserves over Re 1 lakh ...	11,10	74·3	14,13	86·9	13,63	72·0	14,58	72·7
TOTAL ...	98,25	52·2	114,99	58·1	94,89	42·9	116,22	45·0

Loans and advances after showing a rise in the first upswing in economic conditions following the outbreak of the war declined in 1940 but recovered again during 1941.

*Investments.*—The following table shows the proportion of investments in Government and other gilt-edged securities and shares of joint-stock companies to deposits held by the various classes of Indian joint-stock banks during the past four years.



In lakhs of rupees

	1938 (pre-war)	%	1939	%	1940	%	1941	%
Imperial Bank of India ...	43.72	53.6	38.02	43.3	48.57	50.6	64.39	59.1
Other scheduled banks ...	39.63	43.1	36.51	38.9	42.45	40.0	58.52	45.4
Non-scheduled banks with capital and reserves over Re 1 lakh ...	3.41	22.8	4.59	28.2	4.83	25.5	5.80	28.9
TOTAL ...	86.76	46.1	79.12	40.0	95.85	43.4	128.71	49.9

The ratio of investments in Government and other securities to deposits showed a fall in 1939 from 46.1 per cent to 40 per cent on account of the increased demand for loans and advances but rose to 43.4 per cent in 1940. In 1941 the ratio increased further to 49.9 per cent mainly at the expense of cash which declined from 24.1 per cent to 16.9 per cent.

### THE UNORGANIZED OR THE BAZAAR MONEY MARKET

We have in the last chapter, and so far in this chapter, described the institutions of the organized money market. We shall now provide a brief account of the constituents of the bazaar money market. The principal constituents of this market are the indigenous banker or shroff, and the money-lender or sowcar. The money-lender is more important in rural areas, and we shall describe his activities in the chapter on Agricultural Finance.

An indigenous banker is an individual or a firm, which

deals in hundis, whether it accepts deposits or not. It may be mentioned that the Central Banking Enquiry Committee in its definition of an indigenous banker made acceptance of deposits by him as a necessary condition also. As in actual practice many indigenous bankers do not accept deposits, the definition suggested above is more in accordance with the facts.

Until the establishment of modern joint-stock banks, the indigenous banker enjoyed a virtual monopoly of banking in the country. With the advent of joint-stock banks, however, his importance has suffered considerable deterioration. Yet, despite competition from well-organized banks, a good deal of banking business still remains in his hands, and he still occupies a predominant position in areas which are not, or are only poorly, served by joint-stock banks. Like the Indian joint-stock banks, his share in the financing of foreign trade is negligible. But among the agencies financing internal trade and industries, especially in the matter of the provision of their working capital, he occupies an important position. He does not engage to any large extent in financing agriculture directly, but he renders considerable assistance to agriculture indirectly by lending money to village sowcars. The Bombay Provincial Banking Enquiry Committee observed that the shroff sometimes provides even the long-term capital needs of industries. In certain places he holds debentures in industrial concerns, and advances money against deposit of shares. Occasionally, he also gives long-term loans against the security of fixed capital of industrial establishments.

Indigenous bankers normally work with their own capital, supplemented in some cases by deposits from the public, but in busy seasons or during periods of active demand for loans, their resources may prove inadequate and they are



forced to take resort to banks for financial assistance. Commercial banks,—both Indian joint-stock and Exchange Banks—however, render assistance to only such indigenous bankers as are on their approved lists. There are limits fixed by the banks for each shroff who is on the approved list, up to which he can draw. The advances are usually made by discounting hundis.

One of the proposals of the Central Banking Enquiry Committee for linking up the indigenous banker with the general banking system was that 'as soon as the Reserve Bank is established, the indigenous banker should along with joint-stock and co-operative banks be brought into direct relations with the Reserve Bank, and thereby provided with rediscount facilities from that institution'. In the Statutory Report submitted by the Reserve Bank in 1937, certain proposals were put forward for compliance by the indigenous bankers for the purpose of linking them directly to the Reserve Bank. The most important of the conditions laid down by the Reserve Bank, which indigenous bankers will have to fulfil to qualify themselves to be linked up with the Bank, read as follows: 'They must confine their business to banking proper as defined by the Indian Companies Act. Any other business that they might be conducting should be wound up within a reasonable time'. Among other conditions are the requirements to maintain proper books of accounts, to have them regularly audited, and to allow the Reserve Bank to inspect accounts, call for necessary information and regulate the business of indigenous bankers on banking lines.

It is, however, not likely that the indigenous bankers will ever agree to the Reserve Bank's proposals. Nor is it possible for the Reserve Bank, consistent with its responsibilities and functions, to admit them directly as its

constituents unless its proposals are in their essentials agreed to. As the question of the linking up of the indigenous bankers directly with the Reserve Bank is not now found to be a practicable one, the only possible solution, as suggested by the Bank, is the development of an open bill-market in which first class bills will be freely negotiated. ' If such a market could be developed it would be possible for us (the Reserve Bank) to extend our open market operations to trade bills as we do at present to Government securities, and this would give first class indigenous bankers the closer and possibly ultimately the direct relationship which they desire, without compelling them to modify the essential character of their business or to submit to unduly rigid restriction '.



## CHAPTER XX

### THE RESERVE BANK AND THE MONEY MARKET

THE primary function of the Reserve Bank is to control credit in the national interest. To effectively discharge this function, the Reserve Bank should be in a position to control both currency and credit. The control over currency is of the utmost importance, inasmuch as it is the basis for credit expansion. If the medium of payment consisted primarily of currency, then control over it would have ensured in a large measure control over the credit situation also. If, on the contrary, cheques were the principal medium of payment, as in Great Britain or the U.S.A., mere control of currency would be of little avail in controlling credit. For mere control of currency would not affect the volume of bank deposits or 'bank money'. In a country, therefore, where the cheque habit is prevalent, the central bank should also be in a position to exercise control over bank deposits to fulfil effectively its purpose.

Of the chief forms of purchasing power in India, namely, the rupee coin, the currency note and the bank deposit, the rupee coin is of minor significance. The principal media of payment are notes and chequeable deposits. Of these two, cheques have been gaining in popularity every year, although it is difficult to say if cheques have surpassed notes in importance as a medium of payment. In this country at present, both these means of payment are probably of equal importance.

The Reserve Bank has been statutorily entrusted with certain powers which have the object of facilitating its control over the monetary supply in the country. In the

first place, it has the monopoly of note issue. The duality of control over currency and credit which used to be a serious weakness of the Indian money market has been abolished with the establishment of the Reserve Bank. Secondly, the Bank has been entrusted with the duty of holding the cash balances of scheduled banks. Besides, the holding of Government balances and the carrying out of the banking transactions of the Government provide it with useful means for exercising its control over the credit situation. In the third place, section 18 of the Reserve Bank of India Act empowers it to deal directly with the public under certain conditions. The section provides that when a special occasion should arise, making it necessary or expedient that action should be taken for the purpose of regulating credit in the interests of Indian trade, commerce, industry and agriculture, the Bank may exercise the powers of direct discounts and advances, that is to say, it may deal with the public directly in the open market without the intermediation of a scheduled or a Provincial Co-operative bank. It is, of course, understood that this power will not be exercised except in very unusual circumstances.

#### THE RESERVE BANK AND CONTROL OF CREDIT

In evaluating the rôle of the Reserve Bank as a controller of credit, an obvious difficulty presents itself. Although the Bank has been in existence for about eight years now, no serious occasion has yet arisen to test its hold over the market. Ever since its inception easy conditions have prevailed in the market and the necessity of invoking the aid of the Central Bank has not been felt by the market generally, which in India comprises mainly the commercial banks. It is noteworthy that up till now there have been



practically no bills in the Bank's portfolio other than Treasury Bills, which incidentally also bears testimony to the absence of a discount market in India, while 'other loans and advances', that is, other than those given to Governments, have been insignificant. The examination of the Reserve Bank's rôle as a controller of credit has therefore to be confined largely to certain theoretical considerations, which, however, should not be considered to be devoid of practical significance or implications.

There are certain features of the Indian money market which might cast doubt on the ability of the Reserve Bank to exercise any effective control over credit. There is, in the first place, the pre-eminent position of the Imperial Bank in the money market. But, as we shall presently see, this position of the Imperial Bank need not detract, as in fact it has not detracted, from the influence of the Reserve Bank as the custodian of the nation's financial interests. The Imperial Bank's peculiar standing in the market has evolved a novel procedure of control in India—a procedure which may prove beneficial to both the Reserve Bank and the market.

In the second place, there is in the market a group of banks, called the Exchange Banks, which, if they should so elect, might frustrate a policy initiated by the Reserve Bank in view of their easy access to the London money market. But it is extremely unlikely that the Exchange Banks would take up an attitude which, would run counter to the intentions of the Reserve Bank and to India's national interests.

In the third place, it is suggested that in a country like India, where the money market is not organized, the Reserve Bank can wield but little influence. Neither the

experience of this country nor of that of other undeveloped markets, however, supports this assumption. In South Africa, for example, the Reserve Bank was of great use in helping the commercial banks to negotiate the difficult deflationary period following the last War. It was also of material use to the National Bank of South Africa in 1923 when that bank suffered a loss of capital and consequent impairment of its credit. The Commonwealth Bank of Australia also rendered invaluable services in the difficult years from 1929 onwards. As the Canadian Banking and Currency Commission observes, the Commonwealth Bank<sup>1</sup> 'was instrumental in mobilizing the gold reserves of the country and their judicious employment with a view to tide the country over a period when Australia's ability to provide and to transfer the services of her overseas debt was seriously in question'.

In India, also, the Reserve Bank has provided sufficient evidence of its influence being felt in the market, although no occasion has yet presented itself to test the extent of its control over the market. The Reserve Bank has, further, another advantage which the central banks in South Africa or Australia did not enjoy. In both these countries the advent of the central bank was viewed with considerable mistrust by the commercial banks. No such opposition existed in India to the idea of constituting a Reserve Bank, except probably only partially on the part of the Exchange Banks. Another advantage which has accrued to the Reserve Bank is the tradition, although in many respects imperfect, of central banking which the Imperial Bank has built up. In this tradition the rôle which the Imperial

---

<sup>1</sup> *Report of the Canadian Banking and Currency Commission*, p. 216.



Bank discount rate played in its influence on other market rates deserves special mention.

As a positive evidence of the influence which the Reserve Bank has been able to exert in the money market may be mentioned the removal of seasonal stringency in the market, as demonstrated in a uniform Bank rate throughout the year. This has in its turn had salutary effects on other market rates. Prior to the establishment of the Reserve Bank, not only were the various rates high and fluctuating, but there was also much divergence between them. With the Reserve Bank in operation, considerable improvement has been effected in both these aspects, as the following figures will testify:

	Bank rate	Imperial Bank Hundi rate	Calcutta Bazaar rate	Bombay Bazaar rate
September 1929 <sup>1</sup>	5	5	11	6
March 1930 <sup>2</sup> ...	7	7	11	9 $\frac{1}{16}$
September 1939	3	3	6-7	6
March 1940 ...	3	3 $\frac{1}{2}$	6-7	6 $\frac{1}{4}$

The table reveals not only a welcome reduction absolutely in all rates, but also a narrowing down of the divergences between them. A noteworthy feature is the absence of any great disparity now between the Bombay and Calcutta bazaar rates. This phenomenon may be interpreted as an indication of a more intimate and organic contact between

<sup>1</sup> & <sup>2</sup> Imperial Bank discount rate.

the two markets, which presumably the establishment of the Reserve Bank has facilitated.

Another salutary effect of the establishment of the Reserve Bank has been the impetus it has provided to the development of sound banking practices. In fact it is one of its statutory obligations to foster the development of banking on sound lines. Its services in this connexion will not only improve banking standards, but also extend the scope of its control over the market.

The Reserve Bank has also been trying to develop a wider market in Treasury Bills, which, if it is accorded larger support by commercial banks, will facilitate its control over the latter.

#### THE RESERVE BANK AND THE IMPERIAL BANK

It may be asked whether the unique position which the Imperial Bank occupies in the Indian money market constitutes any threat to the proper and efficient functioning of the Reserve Bank. Fortunately there appears to be no ground for the materialization of this danger. The relations between the two banks have been perfectly cordial, and there has been a realistic appreciation of the relative functions of the two banks in the Indian money market. If the Reserve Bank is the manufacturer of emergency credit in times of stress, the Imperial Bank will function largely as a wholesale dealer for its distribution to commercial banks, which again will retail them to the public. The scheduled banks, of course, can directly approach the Reserve Bank for accommodation, but there are two considerations which might incline them to prefer the Imperial Bank. In the first place there is a longstanding relationship subsisting between the Imperial Bank, on the one hand, and the



scheduled and other commercial banks, on the other. In the second place, the basis for obtaining accommodation from the Reserve Bank is narrow and strict. The Imperial Bank is not so much hampered as is the Reserve Bank by statutory provisions. When it is satisfied about the credit and standing of the borrowing bank, the Imperial Bank is in a position to extend credit more liberally.

### *The Reserve Bank and the Bazaar Market*

The question of the effectiveness of the Reserve Bank's control over the money market has, for obvious reasons, been confined so far to its organized section. In fact, the Reserve Bank cannot exercise any influence directly over the credit situation in the bazaar market. Unless indigenous bankers and money-lenders reorganize their business methods, the Reserve Bank will not be in a position to offer them any assistance. But the absence of any powers for direct influence does not mean that the Reserve Bank exercises absolutely no control over the bazaar market. It is well known that operators in the bazaar market have often to approach the Imperial Bank and other commercial banks for discounting their bills or for advances against approved securities. In so far as they are forced by conditions in their own market to seek assistance of institutions in the organized money market, they expose themselves, albeit indirectly, to the regulating influence of the Reserve Bank. Further, a closer correspondence in recent years between their rates and the Imperial Bank Hundi rate is a welcome indication of a gradual development of a more organic relationship between the two markets, and as such to a widening of the scope of influence of the Reserve Bank

## METHODS OF CONTROLLING CREDIT

Of the methods available to a central bank for regulating credit, the most important are the manipulation of the discount rate and open market operations.

*The Discount Rate*

The effectiveness of the discount rate is to be judged not only by its level but also by the papers which are considered eligible by the Reserve Bank for purposes of rediscounting and lending and by the relative importance of these papers in the money market. We shall take up the second aspect first.

It should be noted that the power of discounting bills and making advances which the Reserve Bank enjoys as a central bank has a twofold significance. In the first place, it is used for regulating credit. In the second place, this power of extending credit is limited to dealing in certain specified types of bills and securities. In this aspect, it represents the nature of assistance which scheduled banks may expect from the Reserve Bank in times of difficulty. It may be added that the question of assistance which member banks may expect from the Reserve Bank assumed particular importance during the crisis of the Travancore National and Quilon Bank, which ultimately failed to meet its obligations. In the uncertain and anxious atmosphere which the failure of this bank generated, the Reserve Bank, with a view particularly to allay public criticism, clarified its position in the market *vis-à-vis* the scheduled banks. In respect of its lending policy, the Reserve Bank expressed the opinion that although it has a responsibility for providing credit against eligible paper, it does not necessarily follow that the Bank is obliged to lend whenever any eligible



paper is brought to it. The Bank made it clear that in extending credit to scheduled banks, it will be influenced not merely by the nature of security offered, but also by other considerations such as the general character of the investments of the applying bank, the manner in which its business as a whole is conducted, whether, for example, it attracts deposits by offering excessively high rates of interest, whether it seeks help from the Reserve Bank in normal times when funds in the market are ample, whether it has been overtrading and extending an undue amount of credit for speculative purposes in commodities or securities, or indulging in unsecured business to an excessive extent. These considerations are, however, common to central banking operations in all countries, and are essential for ensuring that banking development will proceed along sound lines.

As the Bank rate has been maintained at 3 per cent ever since the inception of the Reserve Bank, it is not possible to express any definite opinion as to its effectiveness in practice.

### *Open Market Operations*

To supplement its discount rate policy, or even as an independent weapon to subserve particular ends, the Reserve Bank can influence credit conditions in the market by undertaking open market operations. This weapon operates by enlarging or contracting the cash basis of the commercial banks as a result of the purchase or sale by the Bank of Government securities. The effectiveness of this method depends largely upon the scope of the securities in which the Bank is entitled to operate as well as on the nature and organization of the market in which these

•

operations are undertaken. The nature of the securities in which the Reserve Bank can deal is specified in sections 17(7) and 17(8) of the Act.

As to the nature and organization of the market from the point of view of its responsiveness to operations undertaken by the Reserve Bank, it is difficult to express an opinion in the absence of knowledge of the result of actual operations. It would appear, however, that the Reserve Bank has resorted to these operations with satisfactory results, although probably not for the purpose of regulating credit.

It may also be recalled that the Reserve Bank is anxious to widen the market for Treasury Bills, although till now only a few big scheduled banks in the market, of which the Imperial Bank is the most important, render any active assistance to the Reserve Bank in this matter.

### *Other Weapons*

In addition to the two important weapons already mentioned, the Reserve Bank, it may be recalled, has also been entrusted with the authority to deal directly with the public in kinds of paper which are deemed 'eligible', but only under certain special conditions. This provision invests the Reserve Bank with special powers of considerable potency to force the commercial banks to follow particular policies initiated by it. It is, however, extremely unlikely that these powers will be used or even need be used, for the very fact that the powers exist should be a sufficient warning to commercial banks not to run counter readily to the wishes of the Reserve Bank.

Of the other instruments of control generally available to a central bank, those relating to the rationing of credit to and the taking of 'direct' action against 'scheduled' or member banks are as yet of little practical value in



India, inasmuch as these banks are not large borrowers of central bank credit. Publicity has been used as a fruitful weapon only in the U.S.A. Its scope in India for controlling credit of member banks by making representation to the institutions concerned must obviously be very restricted. The reason for this is that these banks do not yet use central banking credit to any appreciable extent. But moral suasion, in the sense of effecting an improvement in banking standards and practices as a result of representation or instructions offered by the Reserve Bank, can be, and has indeed been, of considerable practical effect.

Another method of control of an indirect nature may be fruitfully used in India. This is the growth of a healthy convention between the Reserve Bank and other important constituents of the money market. Its practical manifestation is seen in the relationship subsisting between the Bank rate and other money rates in the market, in which the latter rates follow the lead given by the former. The Imperial Bank, prior to the establishment of the Reserve Bank, developed a sort of convention of this nature, which the Reserve Bank should be in a position to render more effective.

## CHAPTER XXI

### AGRICULTURAL FINANCE

THE importance of agricultural or rural finance in a country where more than seventy-five per cent of its population live in villages and pursue agricultural activities, cannot be exaggerated. The establishment of a special Agricultural Credit Department by the Reserve Bank is an acknowledgement of the exceptional importance of rural finance in a country like India. It is indeed remarkable that in a statute dealing with the establishment of a Reserve Bank for India, provision was made for the creation of an Agricultural Credit Department as a part of the organization of such a Bank. The Reserve Bank was further statutorily entrusted with the responsibility for submitting proposals by the 31st December, 1937, for the improvement of the machinery for dealing with agricultural finance and methods for effecting a closer co-operation between agricultural enterprise and the operations of the Bank. This statutory report was duly submitted by the Bank to the Government on the 15th December, 1937.

#### CREDIT NEEDS OF THE AGRICULTURIST

The financial needs of the agriculturist have been variously classified. For example, his credit requirements have been grouped under the following heads, short-term, intermediate-term and long-term. Another classification consists of investment, operating and consumption credit, apart from credit required for repayment of debts. For our purposes, we may group the financial needs of the agriculturist into two broad categories, long-term and short-term. Long-term



credit is required mainly for (a) repayment of past debts, (b) purchase of land, and (c) improvement of land and methods of cultivation. Short-term or operating and consumption credit is required for such operations as the purchase of seed, sowing, ploughing, and weeding, the replacement of cattle or implements and the marketing of products, on the one hand, and such money as is ordinarily required for the maintenance of the cultivator's family until the crops are sold, on the other. Apart from such credits, there should be an agency for affording relief in times of exceptional distress, as is provided for under the Agriculturists' Loans Act.

#### SHORT-TERM CREDIT

The principal agencies for the provision of short-term finance to the agriculturist are the indigenous bankers, money-lenders and co-operative societies. Apart from these, there are a few other agencies of but little significance such as the commercial banks, the government loan offices in Bengal and *nidhis* and *chit* funds in Madras. These latter agencies play a small part in the provision of agricultural finance, and we shall leave them out of account.

Of the three principal agencies mentioned above indigenous bankers do not usually lend money directly to the agriculturist. To the extent that they provide agricultural finance, they do so mainly through the agency of money-lenders. The latter borrow funds from indigenous bankers to lend them out at a higher rate to the agriculturist. The main sources for obtaining short-term finance by the agriculturist are money-lenders and co-operative credit societies. Of these two sources, money-lenders have been much the more important.

## MONEY-LENDERS

The money-lender is the most important indigenous credit agency, especially in rural areas. The fact which distinguishes him from an indigenous banker is that he does not usually deal in hundis. He does not usually accept deposits either. The money-lender may be a professional one who is also known as a *sowcar*, a *bania*, or a *mahajan*, these titles include itinerant money-lenders such as Pathans and Kabulis ; he may be, on the other hand, a non-professional money-lender such as a landowner, an agriculturist, a merchant, a trader, a pleader, a pensioner or a jobber, who pursues other activities but who lends out his surplus funds. In certain provinces where legislation has been undertaken to control the operations of money-lenders, all money-lenders have to be licensed.

It would appear that the non-professional money-lenders are often more exacting than the professional money-lenders. The professional rural money-lender gives small loans on a mere entry in the account book, or no entry at all backed by a verbal promise, and without documents, but asks for promissory notes when the loans are large or old loans renewed. He usually gives loans for current needs on personal security on the understanding that the harvest is to be sold to or through him, or on the mortgage of crops. If the loans are large or taken for a long period, security in the form of mortgages of land, houses or ornaments is asked for. The non-professional landlord or agriculturist money-lender on the other hand, when he lends seeds on the security of future crops, or money on that of land, often eagerly awaits the opportunity of seizing both. The landlord money-lenders are most likely to abuse their powers as they secure a double hold over their tenant-borrowers, who have



to pay both rent and interest. In other respects, their operations and methods are similar to those of professional money-lenders. A merchant or trader money-lender lends money to cultivators on condition that the crops are sold to, or through him.

The finance supplied by the money-lender suffers from the defect that it usually carries heavy rates of interest and other vexatious conditions, and that he is not interested in the manner in which the agriculturist uses the borrowed money. What the money-lender is concerned with is the safety of his loan, not the purpose for which it is taken, nor whether the borrower can repay it out of his current income or not. The result is that money which is borrowed for short periods and which should be used for meeting current needs is spent for financing long-period requirements. Another consequence of these conditions is that an agriculturist, once in debt, is always in debt.

With a view to control the very high rates charged by the money-lender as also his many corrupt and vexatious practices, both the Central Banking Enquiry Committee and the Reserve Bank recommended that legislation should be undertaken for the regulation of the business of money-lending. The Punjab had already passed a law in 1930 called the Punjab Regulation of Accounts Act, under which all those who give loans at interest, excluding loans to merchants and manufacturers, have to maintain a separate account for each debtor in a prescribed way, showing the date and the amount of the principal of the loan, the rate of interest separately, the amount and date of every payment received by the creditor, and to furnish the borrower half-yearly a statement of account showing the amount of loan outstanding and all transactions relating to it. In recent years, many other provinces have enacted laws to control



the activities of money-lenders on more or less similar lines. In Bengal, a Money-lenders' Act was passed in 1938. Besides providing for the taking out of licenses for engaging in the business of money-lending, and the control of the operations of money-lenders, the Money-lenders Acts in the various provinces usually give the courts power to re-open accounts either when the interest is excessive or when the transaction is unfair. The Acts also lay down the rates that may be charged on secured and unsecured loans. These rates are always simple interest rates and vary usually from 8 to 12 per cent on secured loans and 10 to 18 per cent on unsecured loans. In Bengal, the maximum simple interest rates allowed on secured and unsecured loans are 8 and 10 per cent respectively. The Bengal and C. P. Acts provide that no court shall decree on account of arrears of interest a sum greater than the principal of the loan. The Bihar Act provides that arrears of interest on loans granted by a court shall not exceed, when added to interest already paid, the amount of the original principal.

Legislation to control usurious and corrupt practices of the money-lender is eminently desirable, but it should not be such as to rouse a feeling of nervousness among money-lenders, particularly in respect of the sanctity of contract. Legislation passed to offer relief to the ryot in respect of the burden of his debts may often unfairly affect money-lenders' interests. While, therefore, the money-lender's activities may be brought under control so that he may not exploit the cultivator's ignorance and financial difficulties, he should, at the same time, be given every protection to collect his just dues. The money-lender is still a very important rural credit agency, and it would be unwise to do anything which would completely dry up this source. He can and does take more risks than any other



rural financial agency. As he has a more intimate knowledge of and contact with cultivators, he can take risks which a bank or a co-operative society would be unwilling to accept. Further, in times of depression, the money-lender can afford to be more lenient towards his debtors, as it is his own money he has lent out, than banks and co-operative societies which have to be more strict in the matter of the realization of their dues.

### CO-OPERATIVE SOCIETIES

Besides the money-lender, the other important rural credit agency is the co-operative society. The importance of co-operation as a rural financial agency has increased since the passing of legislation in various provinces aimed at scaling down rural indebtedness. These laws have the effect of scaring the usual credit agencies and diminishing the flow of credit. As the prosperity of agriculture must ultimately depend upon an adequate supply of cheap finance for productive and useful purposes in the future, the only agency that can reasonably be expected to make up for the deficiency created by the contraction of private credit is the co-operative society.

The growth of the co-operative movement may be dated from the passing of the Act of 1904, which officially launched the movement in India. Since then, its progress has been more or less continuous till 1929. The development of co-operative credit in particular has been very rapid during the decade preceding 1929. With the onset of the depression in that year, the movement received a serious set-back. One of the reasons for this set-back was the catastrophic fall in the prices of agricultural produce with a consequent fall in the income of the ryot. But certain other inherent defects of the co-operative movement were also revealed during the

depression period. It was found that the societies had lent money in the past in many cases without any proper security and much in excess of the paying capacity of the ryot. No effective steps were taken to encourage savings in good years with which the members could withstand the effects of the years of depression. The increased income during the period of prosperity was mostly frittered away in extravagant and unproductive expenditure. Another serious defect of the movement was that it was mainly one-sided. Emphasis was mostly laid on the credit societies, while other aspects of the movement such as improvement in the method of production, supply of the various needs of the ryot and marketing on co-operative lines were neglected. Since the inauguration of provincial autonomy in 1937, interest has again been revived in the co-operative movement which since 1929 was more or less in a moribund condition. Popular ministries were anxious to ameliorate the distressed condition of the rural population. Legislation was passed to reduce debts and offer to the ryot relief in other forms as well, which prejudicially affected private credit agencies. In the circumstances co-operative societies received increasing attention.

#### REHABILITATION OF THE CO-OPERATIVE MOVEMENT

The task of rehabilitation is by no means easy. An audit classification of agricultural primary societies in 1938-39 revealed that an appreciable proportion of the societies in different provinces—over 40 per cent in four provinces and about 25 per cent in three others—fall into 'D' and 'E' classes, and relatively few societies—less than 10 per cent in six provinces—come under 'A' and 'B' classes. In Bengal 1.4 per cent are in 'A' and 'B' classes, 46.8 per cent in class 'C' and 25.4 per cent in classes 'D' and 'E'.



## PRIMARY SOCIETIES

The task of rehabilitation must begin with the primary societies and simultaneously proceed upwards. Reorganization should have two primary objectives. In the first place, primary societies should restrict their business generally to short-term loans and grant intermediate-term loans only to a limited extent. A preliminary to this is the necessity of instituting measures for restoring a balance between their realizable assets and their liabilities. The societies should also fix the normal credit limits of members and adhere to them strictly, exercise close supervision over the employment of loans, and take prompt action against defaulters while granting extension with reasonable facility in genuine cases of inability to repay. In the second place, the societies should extend their scope of activity beyond, as now, merely providing credit so that a comprehensive effort may be made to effect an all-round improvement in the ryot's life. In other words, as the Reserve Bank has urged the primary society should develop as a multi-purpose society. It should not merely be an agency for supplying finance but an influence for the all-sided development of agriculture and the betterment of the life of the villager from every point of view. ' Starting with credit for current needs, a society may get the old debts of its good members liquidated through a land mortgage bank, introduce better business and better monetary return by inducing its members to sell their produce co-operatively, ensure their growing the improved varieties of crop by purchasing seeds for them, save on purchases by arranging for the purchase of their other needs jointly and at profitable rates on an indent system without incurring any risk or liability, save litigation expenses by effecting arbi-

tration, improve the outturn of crop by consolidation of holdings, supply of pure seeds and improved implements, implement the 'income of its members by inducing them to take up subsidiary industries, introduce better living measures by adopting bye-laws by common consent which will curtail ceremonial expenditure and remove insanitary habits, provide medical relief, and so on '.

### CENTRAL BANKS

The rehabilitation of the primary societies along lines suggested above will call for a change in the outlook and operation of central as well as provincial banks. Central banks should, in the first place, conduct their business along sound banking lines, and this condition applies with equal force to provincial banks as well. The criteria of sound banking, as laid down by the Reserve Bank, are in respect of the distribution of assets so as to maintain adequate cash and fluid resources, the maintenance of an adequate margin between borrowing and lending rates so as to build up strong reserves, the proper treatment of unrealized interest, the proper scrutiny of, and provision for bad and doubtful debts, the confining of business generally to short-term loans, the separate indication of long-term loans and overdues of principal and interest, and in general, the proper and accurate presentation of the affairs of the bank in the balance sheet. Further, the central banks should broaden their outlook with a view to help the reorganization of the primary societies. They should take a more intimate interest in the work of the primary societies, supervise and guide their operations, assist them in training their members in the principles of co-operation and generally in improving their work.



## PROVINCIAL BANKS

The provincial bank is the apex of the co-operative movement in a province. It acts as the clearing and balancing centre for the central banks by transferring surplus funds from one locality to another and by serving as a channel for the remittance of funds. It accepts current deposits and fixed deposits from the constituent banks as well as savings and fixed deposits from the general public. As the apex bank in a province, it should be the duty of the provincial bank to take an active part in directing the co-operative movement along right lines and towards organization on a broader basis.

The provincial bank is the agency through which the co-operative movement is linked with the commercial banks as well as with the Reserve Bank. It assists, for example, central banks to obtain accommodation from the Imperial Bank under the cash-credit arrangement. It can also obtain accommodation from the Reserve Bank under certain conditions.

## THE RESERVE BANK AND AGRICULTURAL FINANCE

The Reserve Bank can provide accommodation to agriculture either through the agency of the indigenous banker or the co-operative movement. As indigenous bankers have not agreed to reorganize their business and operations on the lines suggested by the Reserve Bank, it has not been possible to link them up with the Bank. The Reserve Bank credit facilities may, therefore, be available to them only through the intermediary of scheduled banks to the extent that the indigenous bankers may take loans or advances from the scheduled banks and the latter, in turn, may obtain the necessary finance from the Reserve Bank against the security of eligible paper. It has to be observed, however,

that the paper against which indigenous bankers may obtain accommodation from scheduled banks is not considered eligible paper.

Agricultural finance may also be obtained from the Reserve Bank through the agency of the provincial co-operative banks. The Bank, however, can supply only emergency or seasonal finance to tide over temporary difficulties. Financial accommodation from the Reserve Bank to the co-operative movement through the provincial co-operative banks may be available under the following heads:

- (a) Loans and advances against Government securities for periods not exceeding ninety days to provincial co-operative banks and through them to central co-operative banks—section 17(4)(a). This accommodation will be available at any time subject to the limits and margins which may be laid down by the Reserve Bank.
- (b) Similar loans and advances to provincial co-operative banks and through them to central co-operative banks against approved debentures of recognized land mortgage banks which are declared trustee securities, if the Bank considers that the debentures are readily marketable.
- (c) Discount of Treasury Bills at rates which can be ascertained from the managers of the offices of the Reserve Bank from time to time.
- (d) Loans and advances for periods not exceeding ninety days to provincial co-operative banks against promissory notes of approved co-operative marketing or warehouse societies endorsed by provincial co-operative banks and



drawn for the marketing of crops—section 17(4)(c), or rediscount of such promissory notes maturing within nine months—section 17 (2)(b); or loans and advances for periods not exceeding 90 days on the promissory notes of provincial co-operative banks secured by warehouse warrants issued by corporations independent of the borrower or on the security of promissory notes supported by documents of title to goods which have been assigned or pledged as security for cash credits or overdrafts granted by the provincial co-operative banks to approved marketing or warehouse societies—section 17(4)(d).

- (e) Besides making advances in the manner stated above, the Bank will also on occasions be prepared to make advances to provincial co-operative banks for a maximum period not exceeding 90 days against promissory notes of central co-operative banks endorsed by provincial co-operative banks and drawn for financing seasonal agricultural operations or the marketing of crops—section 17 (4)(c) ; or rediscount of such promissory notes maturing within nine months—section 17(2)(b). In this case the Bank would require more detailed information regarding the financial position of the central banks whose paper is intended to be rediscounted and the working of the primary societies financed by them. This inquiry will be made with a view to ascertaining how far the loans and advances made by the central banks to the primary societies are liquid or otherwise. For the purpose

of these loans the Bank would obviously have to confine itself to the paper of first class central banks run on approved banking methods.

In order to be able to obtain financial accommodation from the Reserve Bank, a provincial co-operative bank must maintain with the Reserve Bank cash balances equal to not less than  $2\frac{1}{2}$  per cent of its demand liabilities and 1 per cent of its time liabilities. Only two provincial co-operative banks had till 1941 taken advances of small amounts from the Reserve Bank against Government securities on a few occasions since 1938.

In actual practice, the Reserve Bank has not as yet been a fruitful agency for the provision of ample agricultural finance, even in periods of emergency. It is extremely doubtful if the situation will show any immediate improvement. For one thing, it will not be easy for the co-operative banks to separate their long-term debts from short-term obligations, or satisfy the reserve requirements indicated by the Reserve Bank. For another, agriculture is such a hazardous occupation and so much susceptible to the vagaries of the weather that it is hardly likely that loans granted by credit societies for even cultivation finance will be promptly repaid. For yet another, the all-round rehabilitation scheme of the co-operative movement, which the Reserve Bank considers essential, will not be easy of realization in the circumstances, and further, as the Reserve Bank as a Central Bank must maintain absolute liquidity in its position, Professor Niyogi<sup>1</sup> rightly observes that 'the Reserve Bank will hardly be in a position to grant loans against promissory notes of provincial co-operative banks or discount such notes issued for cultivation finance'.

---

<sup>1</sup> *The Co-operative Movement in Bengal*, p. 140.



## LONG-TERM CREDIT

Long-term finance is required by the agriculturist for the liquidation of past debts and the improvement of land. Such loans are generally given against the security of land, and land mortgage banks are therefore considered the most suitable agency for providing such finance.

Although the first land mortgage bank in India was established in 1920 in the Punjab, the first real beginning in land-mortgage banking was made in 1929, with the establishment of the Central Land Mortgage Bank in Madras for centralizing the issue of debentures and co-ordinating the working of primary banks in that province. A central land mortgage bank was also organized in Bombay in 1935. By 1939, there were about 100 land mortgage banks in Madras with a working capital of Rs 83 lakhs ; 12 in the Punjab ; 13 in Bombay ; 12 in the C. P. and 5 each in Bengal, the U. P. and Assam.

The technique of land mortgage banking is most developed in Madras and Bombay, in which provinces the central land mortgage banks raised large capital by issuing debentures. The land mortgage banks of Bengal and the C. P. are financed by the respective provincial co-operative banks.

Although the land mortgage banks in the various provinces have been registered under the Co-operative Societies Act, they are, strictly speaking, not co-operative organizations. They are limited liability institutions of agricultural borrowers, with some non-borrowers for obtaining funds or with business experience. Generally, the shareholding of each member is limited, although in some cases members have to contribute a certain percentage of their borrowing to the share capital.

Loans are given to members on mortgages of their lands

up to 50 per cent of the value of land in some provinces, or up to 30 times the land revenue payable on them in others. Generally a maximum limit which varies between five and ten thousand rupees is fixed for loans to be granted to an individual member. The period of loans varies from 15 to 30 years, and the rate of interest from 6 to 9 per cent.

An examination of the working of land mortgage banks reveals that the banks have been concerned too much with the redemption of old debts, and too little with the improvement of land and agriculture and the introduction of better methods of farming.

In view of the crushing burden of past debts, a pre-occupation with the liquidation of this burden is probably natural and also inevitable. But if the other question of improvement of land and methods of farming is not given adequate attention, the problem of indebtedness itself may become more acute in future and the condition of the ryot deteriorate still further, for unless he can produce more and better crops and thus augment his income, it is doubtful if the ryot will ever be lifted out of his present plight or whether the essential purpose for which long-term loans are given will be fulfilled. A great responsibility, therefore, rests upon the management of the land mortgage banks to see that the finance that they provide is properly used. The banks must also guard against the appearance of overdues, by properly assessing at the very beginning the amount of loan that can be given to an individual member and by insisting upon punctual repayment. For proper and useful functioning of land mortgage banks, there should be close collaboration and co-ordination between land mortgage banks, the Agricultural Department of the Government and the machinery of debt conciliation boards, where they exist.



## THE RESERVE BANK AND LONG-TERM CREDIT

The Reserve Bank is not statutorily authorized to provide long-period finance. It cannot therefore render much effective assistance to land mortgage banks. Central land mortgage banks which, however, have been declared to be provincial co-operative banks under the Reserve Bank of India Act, may obtain loans and advances for periods not exceeding 90 days against Government securities in case of an emergency. The Reserve Bank can also help land mortgage banks by buying their debentures or by making loans against them provided they are guaranteed by Government both in respect of principal and interest and provided they are readily marketable. The principal and interest of debentures issued by the Bombay and Madras Provincial Land Mortgage Banks are guaranteed by the Governments of Bombay and Madras respectively. But the Reserve Bank may refuse to purchase these debentures on the ground that they are not readily marketable.

## CHAPTER XXII

### WAR AND THE INDIAN MONEY MARKET

ALTHOUGH the war has naturally affected every aspect of Indian economy, we shall confine ourselves to a discussion of some of its financial and monetary effects only. We are now in the fifth year of the war, and, by all tokens, it may continue, particularly in the far eastern theatre, for a long time yet. With the progress of the war, still further changes will be witnessed in the economic and financial spheres. We shall in this chapter recapitulate developments in money, banking and finance up to the end of the fourth year of the War.

#### CENTRAL GOVERNMENT FINANCES

*Revenue Deficit of Central Government.*—We shall take up first the budgetary position of the Indian Government. The year 1940-41 revealed a deficit on revenue account of Rs 65,33 lakhs. In 1941-42, the deficit was Rs 12,69 lakhs, and in 1942-43, the revised estimate put it at Rs 94,66 lakhs. The budget estimates for 1943-44 place the deficit on revenue account at Rs 60,29 lakhs. This deficit is to be met by taxation amounting to Rs 20,10 lakhs and the rest by borrowing.

*Government Borrowing.*—Since the outbreak of the War, internal borrowings of the Government have considerably increased. The various defence savings loans yielded Rs 53,35 lakhs between June 1940 and March 1941, Rs 58,85 crores during 1941-42, and Rs 42,96 crores during 1942-43.

In addition to defence loans, the Government of India have placed on the market non-terminable rupee counterparts of repatriated sterling loans, which were originally



taken up by the Reserve Bank. Up to January 31, 1943, Rs 82 crores were subscribed by the public out of Rs 152 crores of rupee paper created up to December 1941.

There has also been a large increase in the short-term borrowing of the Government by means of Treasury Bills. The amount of Government of India Treasury Bills outstanding with the public on September 1, 1939 was Rs 35.14 lakhs, and this increased to Rs 1,17.92 lakhs on April 30, 1943.

*Government's Financial Position.*—The financial position of the Government of India has been quite satisfactory and is on a much better footing than that of many allied Governments. If the Indian budget alone is considered as a whole, there has been no deficit during any year as borrowings have more than counter-balanced deficit on the revenue account. If, however, we were to take into account the expenditure incurred in this country by the Government of India on account of purchases made by the U.K. Government, for which payment is made by the latter in sterling in London the total expenditure of the Government of India would disclose a huge deficit even after allowing for amounts raised by borrowing. This fact, however, does not affect the budgetary position of the Government as such, but it has been mainly instrumental in generating an inflationary process with all its attendant evil consequences.

#### SUPPLY OF CURRENCY AND COINS

After the fall of France in June, 1940, a great panic set in in the country. There was a heavy withdrawal of deposits from banks as well as of rupees and small coins from circulation. These coins were to a large extent privately hoarded. To meet the acute shortage of rupee coins, the Government issued two notifications. A notification issued on June 25, 1940 under the Defence of India Act tempo-

rarily suspended the obligation of the Reserve Bank 'to issue rupee coin on demand in exchange for notes and *vice versa*'. Secondly, the Government of India began to issue rupee notes under the Currency Ordinance issued in July, 1940. It should be noted that these one-rupee notes are shown as rupee coins in the Reserve Bank's weekly statement.

To meet the acute shortage of small coins, the Government have adopted various measures. The silver content of eight-anna and four-anna coins has been reduced. Now two-anna and one-anna coins have been issued, and an altogether new coin in the shape of a double pice has been put into circulation. But all these measures have not relieved the situation created by the shortage of small coins. The 'pice' has gone out of circulation, and a new 'pice' coin which was issued some time ago has also disappeared from circulation. The position of small change has of late somewhat improved, but still continues to be unsatisfactory.

### MONEY AND PRICES

The outstanding fact in the monetary situation in the country is the enormous expansion of monetary supply, which in its turn has been responsible for a continuing rise in prices. Here are some relevant figures:

	In crores of rupees	
	Notes in circulation	Demand deposits of scheduled banks
August—1939	179	143
Average—1939—40	209	140
" —1940—41	242	164
" —1941—42	308	211
" January, 1943	588	345
" April, 1943	667	375
" July, 1943	738	428
" October, 1943	774	466



As compared with August, 1939, notes in circulation and bank deposits have increased by about Rs 600 crores and Rs 325 crores respectively in October, 1943 ; the percentage increases being 315 and 226 respectively. If we take August, 1939, as base, the combined increase in note circulation and bank deposits in May, 1943, is nearly 270 per cent.

*Calcutta Wholesale Prices*

				(1914=100)
August,	1939	...	..	100
„	1940	..	...	120
„	1941	...	...	139
„	1942	...	...	185
January,	1943	...	...	250
April,	1943	...	..	293
July,	1943	...	...	332
October,	1943	...	...	334

Taking August 1939 as base, the rise in price in October, 1943, is nearly 235 per cent. Thus while monetary supply has increased by nearly 270 per cent, the index of Calcutta wholesale prices has risen by 235 per cent. To ascertain the true relationship between the increased monetary supply and the rise in prices is by no means easy. The most serious handicap is the absence of any reliable data in respect of the increase in the volume of production since August, 1939. It has been suggested that our physical output has increased by about one-third. If this were so, the level of 1939 prices would have been maintained, other things being equal, if our monetary supply had increased by about one-third only to about Rs 430 crores. But our

monetary supply at Rs 1,240 crores in October, 1943, is about 190 per cent more than this requirement. As prices have risen by 235 per cent, it would appear that prices have risen more than the increased monetary supply should warrant. Such a conclusion is contrary to all current expert opinion, which maintains that our price level should have been much higher than what it is to day.

It is necessary therefore to examine more closely such a conclusion. It may be contended that the deposits of the Reserve Bank should also be included in the computation of monetary supply. This may be conceded ; but as the balances of scheduled banks with the Reserve Bank should be deducted from the total monetary supply, the resulting position will not bring about any material difference.

It is also noteworthy that both bank advances and turn-over of deposit money as indicated by Clearing House returns have declined since August 1939, as the following figures will show :

In crores of rupees

	1	2	3	4	5	6
	Demand liabilities	Time liabilities	Advances	Percentage of 3 to (1+2)	Clearing House returns	Ratio of 5 to 1
1939—40	140	106	126	53.31	2,308	17
1940—41	164	105	122	46.93	2,018	12
1941—42	211	108	120	39.50	2,570	12
January, 1943	345	114	100	22.50	...	...
April, 1943	375	124	132	26.40	...	...
October, 1943	466	137	150	25.00	...	...



The ratio of bank clearings to average deposits of scheduled banks for the eleven months from April, 1942 to February 1943 is 8. Thus both bank advances and the rate of turn-over of bank money have considerably declined since the outbreak of the War. And yet prices have, as already stated, more than proportionately increased. The explanation of this seeming paradox would appear to be as follows. In the first place, the importance of bank credit in the total monetary supply has relatively declined since the War started. This will be borne out by the fact that both the employment and the money income of a large section of the population which does not maintain any banking account have increased. This means that currency has become much more important as a medium of payment. In the second place, the argument about the fall in the velocity of circulation of bank money deserves closer examination. Clearing House figures refer only to cheques passing through the Clearing House, but it is a patent fact that a large number of cheques today do not at all pass through the Clearing Houses. This is an inevitable consequence of the growing importance of black markets. A large volume of payments is effected today by means of cash withdrawn from banks by cheques payable to self or bearer. As these cheques are not included in Clearing House returns, and as their number and amount must be considerable, the velocity of circulation of bank money as represented only by Clearing House returns does not indicate the correct position. In the third place, although the general volume of production may have increased by about one-third, there may have been a relative decrease in the supply of commodities that enter into the constitution of the whole-sale price index. In other words, as compared with the pre-War position, a relatively much larger volume

of money is impinging on a relatively smaller volume of consumption goods. Some confirmation of the assumption may be found in the circumstance that the production or expansion of purely armament goods has not been brought about by the employment wholly of new capital and labour, but is largely to be accounted for by the transference of equipment and labour from existing consumption industries.

The question, however, has been posed whether the high and continually rising prices indicate an inflationary process. What appears by all tokens to be a simple illustration of an inflationary symptom has been challenged from two sources. A certain section of the commercial community, whose opinion has been voiced by Mr Birla, maintains that the malady is not inflation but scarcity. Secondly, officials such as Sir Jeremy Raisman, argue that there has been no pure credit inflation.<sup>1</sup>

Two short excerpts from Mr Birla's pamphlet, 'Inflation or Scarcity' will explain his thesis. On page 15, Mr Birla says, 'The fact that the country now possesses a greater purchasing power than before merely means the creation of a large body of potential buyers or consumers. But for a rise in prices to be effected, the mere existence of potential buyers is not enough. That clientele must come into the market, make its purchases and pay for the same before any rise can take place. Since it has not done so, the rise which has occurred is attributable not to the increased purchasing power but to the decreased supply of goods. Again on page 16 he argues that 'it is the increased volume

---

<sup>1</sup> Since this was written, the Government of India have admitted the fact of inflation in the country and have also been anxious to institute various measures to combat it.



of Government's purchases, not the potential purchasing power of the people, that is responsible for the high price-level'. Both these arguments miss the essential point in the monetary situation and the procedure of paying for the war. It is common knowledge that in war, some part of civilian consumption must be diverted to military needs for the prosecution of the war. How this diversion is to be effected is the point at issue. There are many possible ways in which this can be done, and the important among these are: (a) taxation, (b) borrowing and (c) inflation. These methods may be used separately or in combination. If funds are made available by taxation or by public saving or both, the community will be paying for the goods that the Government needs and it must go without, at least for the moment, and no inflationary rise in prices should ensue. If, however, the Government are not in possession of sufficient funds by way of taxation and borrowing to procure the goods and services they need, they may issue more paper money and purchase what they require. This issue of additional currency acts as a forced levy or tax on the community, compelling other people to go without in order that the Government may obtain a larger share of the available resources. This 'going without' is enforced by rise of prices which inflation produces. The reason why there are many potential purchasers, to quote Mr Birla, is that the Government has entered the market armed with currency notes and bought goods at higher prices thus shutting off some purchasers, while, at the same time, it has commandeered certain goods which are not available to potential purchasers even at very high prices. To a certain extent, therefore, the very fact that there are many potential consumers helps a rise in prices in order to keep some of them

out of the market, while the other fact that the Government has commandeered certain goods without proportionately restricting the purchasing power in the hands of the public leads to a high and disproportionate rise in the price of goods not commandeered. It may be argued that in the second instance it is a case of scarcity and not of inflation. But this would be ignoring the real significance of the process by which the rise in prices has been brought about. It may still be argued that the Government of India has not taken resort to the printing press in the literal sense for financing its war expenditure, and that what they have done is to purchase on the British and other Allied Governments' account goods and services in India for which they have received payment in sterling, and as such it would be wrong to assume that there has been inflation in this country. This brings us to the official interpretation of the phenomenon of rising prices.

In presenting the budget for 1943-44, Sir Jeremy argued: 'To my mind this notion (of inflation) is the result of confusing cause and effect and misinterpreting the elementary fact that all the expansion and intensification of Government's war activities involve cash payments to an ever widening circle of recipients in return for labour and raw material or services'. No doubt military needs involve large cash payments by the Government, but the implications of this simple statement do not appear to be fully realized by the Government spokesman. The crux of the problem is how the resources for making these cash payments are obtained.

It is true that there has not been any pure credit inflation in India in the sense used by Sir Jeremy Raisman. The expansion of currency has been brought about mainly through the agency of our growing sterling balances. The



large and growing accumulation of our sterling balances is due partly to our favourable balance of trade and mainly to the payments made by the British Government for purchases made in India on their behalf by the Government of India. Between September, 1939, and December, 1942, the excess of exports over imports of goods and treasure was over Rs 330 crores, while we received over Rs 550 crores during the same period on account of purchases made on account of the British Government. The sterling received in lieu thereof has been utilized mainly in reducing our sterling debt and adding to the sterling resources of the Reserve Bank of India to be used as cover for issuing notes. Technically, the increase in the note circulation is backed by sufficient securities and the provisions of the Act are satisfied. But in actual fact, and for the moment, the effect is similar to what would have happened if notes had been issued against *ad hoc* securities. The increased purchasing power in the hands of the public cannot be spent in purchasing either foreign goods or any enlarged supply of internal consumption goods. Even within the country equipment and labour cannot be obtained for producing new consumption goods or expanding the supply of existing ones, for, quite rightly, as much equipment and labour as is possible should be and has been diverted to supply the ever-growing military needs. In addition, the Government has commandeered in part or whole certain commodities which cannot be purchased in sufficient quantity or at all at any price. The cumulative effect of all this is that an evergrowing purchasing power in the hands of the public is competing for the command over a much smaller, if not at times, shrinking, supply of commodities. Prices have therefore to soar higher and higher. To suggest that the rise in prices is due only to scarcity is therefore



to ignore the realities of the situation. It is not denied, that there is scarcity today or that this could be avoided, in view of the growing military needs. But what should be emphasized is that this need not necessarily or inevitably have led to inflation, as it has not in Britain, the U. S. A., or in Canada.

There can be no question that judged by the usual criterion of the relative supply of goods and services, on the one hand, and the quantity of money, on the other, this country is suffering from a fairly strong dose of inflation. The promulgation of an Ordinance in respect of payment of excess profits and the issue of a D. I. Rule in connexion with the raising of new capital, in May, 1943, appear to be an acknowledgement by the Government of the existence of inflation and also an attempt on its part to curb it. Under the E. P. T. Ordinance, all but 6-2/3 per cent of excess profits will for the moment be drawn into the coffers of the Government. The Ordinance also places restrictions on payment of bonuses and commissions and on stocks that may be held. The D. I. Rule prohibits any issue of fresh capital in India or public offer of securities for sale, or for renewal or for repayment of any security maturing for payment in British India without the prior consent of the Government of India.

#### THE INFLATIONARY GAP

Messrs Gadgil and Sovani have made an assessment of the 'inflationary gap' in this country as at the end of January 1943. By 'inflationary gap' is meant the gap between the total Government outlay and the total Government income from taxation and loans, both internal and external, which has to be financed by inflation. The 'inflationary gap' for the period September, 1939, to January, 1943 is shown in the following table.



LIABILITIES		ASSETS	
	Period	In lakhs of rupees	In lakhs of rupees.
I. Central Budget Balance ...	1939-40 1940-41 1941-42 1942-43	Surplus of ... 7.77 Deficit of ... 6.53 Deficit of ... 13.80 Deficit of ... 60.29	2,67,50
Total Balance ...	1939-40 to 1942-43	Net deficit 72.85	
II. Sterling liabilities purchased by Reserve Bank ...	Sep. 39-Jan. 40 Feb. 40-Jan. 41 Feb. 41-Jan. 42 Feb. 42-Jan. 43	63.00 86.00 90.00 1,05.00	1,08,96
Total sterling payments by H. M. G. up to January, 1943	...	5,05.00	
Total sterling liabilities ...	...	8,49.00	
TOTAL LIABILITIES ...	...	9,21,85	3,76,46
			TOTAL ASSETS ...

The net gap for the period September, 1939, to January, 1943 is equivalent to the total liabilities *minus* the total assets over the same period, that is, Rs 5,45,390 lakhs. It may be added that the figure of currency expansion during September, 1939 to January, 1943 is Rs 5,39,18 lakhs.

### EXCHANGE CONTROL

On the declaration of War in September, 1939, the Government issued rules under the Defence of India Act for the control of dealings in foreign exchange. The purchase or sale of foreign exchange is prohibited under these rules except with the permission of the Central Government. Persons holding any foreign exchange as may be specified are directed to offer the same for sale to the Reserve Bank of India on behalf of the Central Government and at such a price as the Central Government may from time to time fix. The Central Government or the Reserve Bank under certain conditions may exempt any person from the operation of this rule. Restrictions are also imposed on the purchase of securities from a person not resident in India or Burma or on the export of securities to any place outside India or Burma except with the permission of the Central Government. Further, the Central Government is given authority to transfer to itself, if it considers it necessary to do so for the purpose of strengthening its financial position, securities as specified at a price to be fixed by it, but not lower than the market value of the securities on the date of the order. By another notification, banks are directed, before making any payment or transfer of funds at the request of any person, to ask for any declarations and information that may be reasonably necessary to satisfy it that the payment or transfer will not involve and is not with a view to the



contravention of any of the provisions of the rules by that or any other person.

One effect of these exchange restrictions is that the usual significance of the rupee-sterling exchange rate has been lost. India is linked to sterling at a fixed rate. But the effect of the variations in the balance of payments as between India and Great Britain is no longer felt on this rate. India has a huge credit balance, but it is not cleared either in terms of goods or in any other way. The result is that the price levels of India and Great Britain are entirely divorced from each other and are without any effect upon the exchange rate between the two countries.

### BANKING DEVELOPMENT

*Floitation of New Banks.*—Since the outbreak of the War, a large number of new companies have been started, of which banking companies constitute a fair proportion. The floatation of many new banks has given rise to considerable public apprehension lest the prosperity created by the War should lead to the formation of weak institutions unable to withstand post-war difficulties and thus undermine the credit structure. The problem has also attracted the attention of the Reserve Bank. The Bank addressed a communication to the Finance Department of the Government of India in March 1943 in which it suggested certain amendments to Sec. 177-I of the Indian Companies Act, with a view to ensure an adequate capitalization and a sound management in respect of new banks to be formed.

The following excerpt from the letter of the Reserve Bank will be found instructive : 'Since the submission of our proposals for banking legislation in September, 1939, 38 new banking companies including two in Indian States have come into existence. Out of the 36 banks which have been regis-

tered in India, 16 have an authorized capital of Rs 5 lakhs or over, and in 6 cases the paid-up capital is also known to be over this limit. The authorized capital ranges from Re 1 lakh to Rs 20 crores. The majority of the new institutions seem to have commenced business with paid-up capital which would be generally regarded as inadequate. Of the 13 banks, the subscribed and paid-up capital of which are known, only four banks satisfy the proportion suggested by us namely, that the subscribed capital should be half the authorized capital.'

Referring to another undesirable feature, the Reserve Bank observes, 'Particulars regarding the division of capital into preference, ordinary and deferred shares are available in respect of 23 banks or over. Of these latter, four have preference, ordinary and deferred shares, three have preference and ordinary shares, while the remainder have only ordinary share capital. . . . In several cases the inference is that the distribution of shares among the various categories has been so arranged as to ensure a controlling voice in the management of an individual or a small group. . . . The dangers of this practice are not confined to the preference and ordinary shareholders, who, it might be argued should read the prospectus and judge for themselves. What we are concerned about is the risk to the public. As, if profits in any particular year are large, a disproportionately large share will accrue to deferred shareholders, there will be a strong temptation to the management to indulge in unsafe or speculative business without proper regard for the interests of depositors'.

In view of these developments, the Board of the Reserve Bank felt that 'more than ordinary caution is called for in the organization and management of new banks in view of the difficulties and disturbances which the post-war period



is certain to bring. In their view, it is of the utmost importance that the capital structure and the system of management of banks should be of such a nature as to minimize the temptation towards an over-ambitious and get-rich-quick policy, and to encourage in its stead cautious and steady banking on well-tried orthodox lines'.

The positive proposals of the Reserve Bank were to add to Sec. 277-I of the Indian Companies Act a further proviso that the subscribed capital of a bank must not be less than half of the authorized capital, and further, that no banking company shall have any other than ordinary shares. The Government have not as yet taken any action on these proposals. In the meantime, a new situation has been created by the promulgation in May, 1943 of a Defence of India Rule prohibiting the sale or purchase of new capital issues except with the permission of the Central Government. Floatation of banking companies will naturally be governed by the provisions of this Rule.

### BANK DEPOSITS AND ASSETS

Bank deposits have been increasing ever since the outbreak of the War as the following table will show:

*In lakhs of rupees*

SCHEDULED BANKS			NON-SCHEDULED BANKS	
	Demand Deposits	Time Deposits	Demand Deposits	Time Deposits
1938	1,30,15	1,08,44	626	383
1939	1,46,57	1,04,76	669	487
1940	1,74,94	1,00,76	604	526
1941	2,24,73	1,12,79	601	706
1942	2,72,13	1,00,84		

An interesting feature of these figures is that while the demand deposits of scheduled banks have increased from

year to year, it is the time, and not the demand, deposits of non-scheduled banks which show the same trend. Different categories of scheduled banks have fared differently. While both the Imperial Bank and the Indian joint-stock banks have increased their deposits, those of Exchange Banks have fallen, partly owing to the reduction in the number of Exchange Banks after the outbreak of the War, and partly owing to the fact that some of the Exchange Banks, for example, the National City Bank of New York, have been gradually winding up their Indian business.

An analysis of the assets of the scheduled banks shows that the percentages of cash and investments to total deposits have gradually increased, while the proportion of loans and advances to deposits has declined. This phenomenon is also a result of conditions created by the War. The prevailing uncertainty may lead the public to make large demands for withdrawal whenever the war situation should develop, even though temporarily, unfavourably, as happened after the fall of France and of Burma. Banks have therefore to work with a higher cash basis. The difficulties of industrial expansion owing to the extreme difficulty, if not impossibility, of importing plant and machinery, and the larger needs of the Government for loans have, when considered in conjunction with the large increase in the resources of banks, naturally resulted in an increase in their gilt-edged investments and a decline in the proportion of loans and advances.

#### STERLING BALANCES

We have already referred to the sterling accumulation on India's account in London and the responsibility it bears in regard to inflation in this country.

India's sterling balances began to increase with the outbreak



of the War and the Government utilized the opportunity for carrying through large schemes of sterling repatriation. The following table<sup>1</sup> provides details of sterling debts repatriated up to the end of 1942:

Year	Manner of repatriation	Face value £ million	Purchase value £ million	Value in Rs crores	Rupee counter-part created Rs crores	Total out-standing sterling debts Rs crores
1938-39						469.19
1939-40	Open Market Purchases	17.09	16.54	22.05	22.79	442.49
1940-41	Open Market Purchases	9.22	8.52	11.36	12.10	
	(2) Licence Scheme of 22-2-40	2.02	2.02	2.69	2.69	
	(3) First Compulsory Scheme of 8-2-41	60.05	64.70	86.27	80.07	
	TOTAL ...	71.29	75.24	100.32	94.86	344.93
1941-42	(1) Open Market Purchases	12.11	12.36	16.48	16.14	
	(2) First Compulsory Scheme of 8-2-41	13.08	14.14	18.85	17.44	
	(3) Second Compulsory Scheme of 24-12-41	73.85	65.78	87.71		
	TOTAL ...	99.04	92.04	123.04	23.58	180.00

India's sterling debts which stood at about Rs 469 crores at the outbreak of the War were reduced to Rs 180 crores

<sup>1</sup> See Gadgil & Sovani: *War and Indian Economic Policy*, p. 49.

by the end of 1942. It may also be mentioned that in October, 1942, the Indian Government took steps to liquidate its liabilities in regard to payment of railway annuities. A capital payment of £30 millions was made to the British Government on condition that they would make available to the Indian Government sums equal to the instalments of several annuities as and when they fell due. It is understood that the Indian Government are considering the adoption of a similar scheme in connexion with payments for sterling pensions, family pensions and provident funds.

The repatriation of sterling debts has undoubtedly been a measure of great benefit to India. After the War, she will emerge as a creditor country. To the extent that the liquidation of the sterling debt has not been effected by the creation of rupee counterparts, there will be a reduced national debt and a saving in interest. Even to the extent that the debt has been transferred from without to within India by creating rupee counterparts, it will mean that the amount paid in interest will remain within the country and augment the national wealth. Finally, the pressure which has so long been exercised on our exports to meet the service of the Home Charges will be relieved, and we shall be placed in a more favourable position in the foreign exchange market and in regard to our foreign trade.

It is now evident that even after the repatriation of our sterling debts, we shall be piling up growing sterling balances in London. What shall be done with these increasing balances is a problem which has been engaging the serious attention of the Indian public. Various suggestions have been offered, such as that British investments in India should be purchased or that these balances should be exchanged for gold or dollar. The purchase of British investment in India will need but a small portion of our sterling accumulation,



namely, between £200 to £300 millions, and it is doubtful if the Indian and the British Governments would agree to give effect to this proposal. Further, it is improbable that we shall under present conditions obtain either gold or dollar against our sterling balances. It would appear that there is no other practical alternative left to us but to wait till after the War for the realization of our growing sterling assets in London with all such consequences as may then ensue.

### THE MONEY MARKET

*The Short-term Money Market.*—The conditions in the money market have been easy ever since the outbreak of the War, except for short interludes following serious crises, such as the débâcle of France and the loss of Malaya and Burma. During such severe crises, banks have been subjected to heavy withdrawal of deposits, which again have returned to them on the revival of confidence. The banking system as a whole has been able to meet such withdrawals without any appreciable strain. As already stated, there has also been a heavy withdrawal of rupee and small coins from circulation, and a very large portion of these coins is believed to have found its way into private hoards. The Government have not yet been able to remedy the situation, which is causing very great inconvenience to the general public.

The Reserve Bank rate has remained constant at 3 per cent, and even this rate may appear to be out of line with the actual structure of money market rates, which have generally ruled very low. Thus, inter-bank call money has oscillated between  $\frac{1}{4}$  and  $\frac{1}{2}$  per cent, three months' deposit rate, between  $\frac{1}{2}$  and  $\frac{3}{4}$  per cent, and the Treasury Bill rate has rarely exceeded 1 per cent. This easy condition in the

market is mainly due to the enormous currency expansion effected against accumulating sterling balances in London.

*Long-term Money Market.*—Conditions in the stock market have been subject to more serious fluctuations than in the money market proper. The slump in the stock market in the early months of 1942 following Japanese successes in East Asia was particularly severe. It was also responsible for Government intervention in stock market activities. As prices of securities began to fall steeply and there was considerable confusion in the market, provincial Governments empowered the Stock Exchanges to fix minimum prices. Early in March, 1942, the Government of India itself prescribed minimum prices of thirteen classes of Government of India stock as also minimum rates for all provincial loans. Immediately after this, the Committee of the Calcutta Stock Exchange Association announced that the prices of all Bank, Railway and Preference shares would be subject to control, and a set of minimum rates was fixed. Confidence, however, gradually revived, and in September, 1942, the Government of India announced higher prices as minima for dealings in securities. A notable development on the Bombay Stock Exchange has been the elimination of forward trading for the first time in its history as from October 15, 1942. Thus the only forward market for shares in India has become a casualty to the Japanese War.

In May, 1943 a new Defence of India Rule was issued by the Government of India prohibiting the issue of a subscription for new capital except with the permission of the Central Government. The object of the Order was stated to be the prevention of the growth of mushroom companies which stood little chance of survival in the post-war period and of other undesirable practices, such as the reconstitution or recapitalization of concerns on the basis of their present



abnormal profits to the detriment of an indiscriminating investing public. It was added that there was no intention of handicapping or retarding sound and legitimate industrial or commercial development, and that sanction in respect of legitimate business ventures would be freely given. The Reserve Bank of India would be consulted in regard to applications involving the issue of capital for financial enterprises, including banks, investment, finance and insurance companies.

PART IV  
BANKING PRACTICE AND LAW





## CHAPTER XXIII

### BANKER AND CUSTOMER

#### DEFINITION OF A BANKER

THE term 'bank' or 'banker' has not been clearly defined in either any Indian or English statute. Section 3 of the Negotiable Instruments Act says that 'banker' includes also persons or a corporation or company acting as bankers. Section 2 of the Bills of Exchange Act says that 'banker' includes a body of persons whether incorporated or not who carry on the business of banking. Neither of these definitions is, however, helpful. The most accepted definition of a banker is that given by Dr H. L. Hart in his book, *Law of Banking*: 'A banker is one who in the ordinary course of his business honours cheques drawn upon him by persons from and for whom he receives money on current accounts'. The opening of current accounts to be drawn upon by cheques is thus an essential condition of a bank or banker. The definition of a banking company as provided in the Indian Companies Act is, however, not very satisfactory. Section 277-F defines a 'banking company' as a company which carries on as its principal business the accepting of deposits of money on current account or otherwise, subject to withdrawal by cheque, draft or order, notwithstanding that it engages in addition in any one or more of the seventeen forms of business enumerated in that section.

#### DEFINITION OF CUSTOMER

There exists as yet no legal definition of a customer. According to a view expressed by Sir John Paget, in order to constitute a customer of a bank, a person has to satisfy



two conditions: (a) that there is to be some recognizable course of habit of dealing between him and the bank, and (b) that transactions are to be in the nature of regular banking business. The first attribute, commonly referred to as the 'duration theory', is no longer considered to be an essential pre-requisite of a customer. In *Commissioners of Taxation vs. English Scottish and Australian Bank*, it was held that, 'the word "customer" signifies a relationship in which duration is not of the essence. A person whose money has been accepted by the bank on the footing that the bank undertakes to honour cheques up to the amount standing to his credit is a customer of the bank in the sense of the statute (Bills of Exchange Act) irrespective of whether his connexion is of short or long standing'. This is a decision of the Privy Council and therefore binding upon courts in India. It is, however, necessary that a customer should fulfil the second requirement mentioned by Sir John Paget. In contradistinction to casual services rendered by a banker to persons who have opened no account with him, a customer's dealings with him must be of a banking nature. Thus, if a person occasionally goes to a bank, and buys stamps, gets cheques cashed, or deposits valuables for safe custody, he does not thereby become a customer, as these services are not in the nature of regular banking business. In the case just mentioned, it was also stated, in reference to the definition of a customer, that 'the contrast is not between an *habitué* and a new comer, but between a person for whom the bank performs a casual service, for example, cashing a cheque for a person introduced by one of their customers, and a person who has an account of his own at the bank'. The consensus of opinion appears to be that the opening of a deposit or current account is a necessary condition for a person to become a customer.

## THE RELATION BETWEEN A BANKER AND HIS CUSTOMER

1. *A banker is not a mere trustee.*—The relation between a banker and his customer is primarily that of a debtor and a creditor, with the added obligation on the part of the banker to honour the customer's cheques up to the amount of his credit balance on current account, or up to the limit of any overdraft which the banker may have agreed to allow. The banker is neither a trustee of the money left with him, nor an agent responsible for its disposal, unless, of course, he specially undertakes duties which make him both an agent and a trustee for his customer. As stated in *Foley vs. Hill*, money, when paid into a bank, ceases altogether to be the money of the principal. It is at the absolute disposal of the banker to do with as he pleases, subject to his undertaking to repay the amount on demand, or in the case of a deposit account, after stipulated notice has been given. The banker, thus, is not an agent, but only a debtor. ✓
2. *Demand for repayment necessary.*—In *Joachimson vs. Swiss Banking Corporation*, it was decided that the debt due by a banker differs from ordinary commercial debts in one important respect. Whereas in the case of ordinary debts, a request for payment is not necessary before a creditor can take steps to enforce payment, a demand on the bank for repayment is necessary before the debt owing to a customer becomes what is known as 'actually and accruing due', and so recoverable in law. This distinction was probably intended to afford some protection to the customer for, in the absence of



such a condition, a banker could repay the full amount of the customer's credit balance at any time or at any place, and thus summarily close the account without reasonable notice and thereby possibly injure the customer's credit through subsequent dishonouring of his cheques.

3. *The Current Account and the Limitation Act.*—The decision in the case of *Joachimson vs. Swiss Banking Corporation* has an important bearing on the effect of the Limitation Act on the debt owed by a banker to his customer. The Act provides that an action to enforce a simple contract debt must be commenced before the expiration of three years from the time when the right of action first arose. The right of action arises on an ordinary debt from the date when the debt is payable, or from the date of the last written acknowledgement of the debt, or of the last payment on account of the principal or interest thereon. In the case of a debt due by a banker, therefore, the Limitation Act will not begin to run until the customer has made a specific demand for repayment.

This principle, however, does not apply in the reverse case where the customer is indebted to the bank. Such a debt is recognized as an ordinary debt. And the customer cannot be sued for repayment of a debt if, for three years after the date of any advance, he has not made any acknowledgement of the obligation or repaid any part of what is due, or paid any interest thereon, and the bank has failed to commence proceedings for recovery. But the Act does not prevent a banker from obtaining payment by retaining and realizing any

securities of the debtor which have come into his hands in the ordinary course of business.

4. *Appropriation of payments.*—If a customer has several accounts with a bank, he may stipulate that the funds paid in by him are to be placed to the credit of any particular account or accounts, or he may insist that they are to be applied for meeting a particular bill or cheque. If he does this, the banker must appropriate payment as directed by the customer. If no such appropriation is made by the customer, the banker has the right to apply funds paid in to lessen or wipe off any debt owed by his customer including even a statute-barred debt.

In the case of a single current or running account, in the absence of any specific appropriation by the debtor or the creditor, the law appropriates the payment. And according to law, it is the first item on the debit side that is discharged or reduced by the first item on the credit side. This is known as the *Rule in Clayton's case*, which applies only in the case of a current or running account.

This rule is of great importance in its bearing upon the rights of a banker, say, under a guarantee, or against a deceased's estate, or against a partnership whose constitution has changed. For example, if an account is allowed to be operated even after a guarantee securing that account has been determined, any payments into the account subsequent to the determination of the guarantee, will reduce the liability of the guarantor, and to that extent the banker's right, against the guarantor will be lost. To safeguard himself against the operation of the



*Rule in Clayton's case*, a banker usually breaks the account, that is, discontinues the old account and opens a new one and informs the customer of the new arrangement.

5. *Banker's obligation to pay Customer's cheques.*—It is one of the primary obligations of a banker to honour his customer's cheques to the extent of the customer's balance on current account or up to the amount of an agreed limit if an overdraft has been granted, provided that the cheques are presented within a reasonable time after their dates of issue. There is no legal definition of what constitutes reasonable time within which cheques should be presented for payment. In India, by custom, a cheque presented six months after its date of issue is considered a stale one. The banker should have reasonable time for crediting amounts before they can be drawn against. Thus, he is not bound to credit to a customer's account cheques and drafts before they are realized, or at least honour his customer's cheques drawn against cheques and drafts deposited by the customer into his account, before the latter are realized. If a banker should without cause or justification dishonour a customer's cheques he would be liable to compensate the customer for injury to his credit (*Marzetti vs. Williams*).
6. *The Banker's Right of Set-Off.*—As a general rule, a debtor is entitled at law to 'set-off' against the debt which he owes any amount which is due to him by the creditor, that is, he may combine the credit and the debit in order to determine his net liability, provided that the debts are both sums,

certain, due as between the same parties in the same right, and provided also that there is no express or implied agreement or understanding to the contrary.

If, therefore, a customer has two accounts in the same right, one in credit and the other in debit, then unless there is an agreement, earmarking, or a course of business indicating an obligation to keep the accounts separate, a banker is entitled, on giving reasonable notice to the customer, to set-off any credit balance against any debit balance and to combine the accounts in order to determine the net liability of the customer to the bank.

At one time it was thought that two such accounts could be combined at any time, without giving notice to the customer—a principle which was upheld in the case of *Garnett vs. McKewan*. Now, however, a banker who, in consequence of having combined a credit balance with an overdraft, dishonours his customer's cheques without reasonable notice, will probably render himself liable to an action for damaging the customer's credit, and one judge has gone so far as to suggest that the customer's consent must be obtained before two separate accounts can be combined. The giving of notice does not, of course, necessarily mean that the customer's consent is obtained.

The necessity for giving notice does not arise if the customer's account is stopped by his death, bankruptcy, or insanity, or by the service of a garnishee order, for then the banker may at once combine the accounts in order to determine the net liability of the customer's estate to the bank.



It is extremely important to observe that only accounts in the same right can be combined. But an account, the heading of which indicates that it is a trust or agency account, for example, a Football Club account cannot in any circumstances be the subject or be set off against any other account of the same customer (unless there should be two of such accounts in the same right).

For similar reasons, a banker cannot claim to set off a partner's credit balance against a debt due by his firm, or *vice versa*. Nor can he combine the private account of a customer with an account upon which the customer appears as one of the parties, nor a debit or credit balance on the account of a deceased customer against a credit or debit balance standing in the names of his executors or administrators.

7. *Banker's lien*.— In *Brandao vs. Barnett*, it was stated that 'bankers most undoubtedly have a general lien on all securities deposited with them as bankers by a customer, unless there be an express contract or circumstance that shows an implied contract inconsistent with a lien'. A banker's lien is also an implied pledge, which not only entitles him to retain, but also to realize securities of his customer in case of default after due notice has been given. The right of lien will be excluded if the securities come into the banker's hands in any capacity other than that of a banker, and also if there is an express or implied contract negating the lien. Thus, no lien arises in respect of documents or valuables left inadvertently with the banker, or of securities placed in his hands with

the object of covering an advance which is not granted, or deposited with him for a special purpose only.

A banker's lien is mainly important in connexion with negotiable securities which come into his hands, usually for collection, in the ordinary course of business, such as cheques, bills, notes, bearer bonds and share warrants to bearer.

8. *A Banker's duty of secrecy.*—A banker is bound not to disclose the state of his customer's account 'except upon reasonable and proper occasion' (*Hardy vs. Veasy*), or by an order of the Court. In *Tournier vs. National Provincial Bank*, four reasonable and proper occasions were mentioned, when disclosure by a banker was considered permissible:

- (a) where there is compulsion of the law ;
- (b) where there is a duty to the public to disclose, for example, if a banker should know that his customer is guilty of an offence such as trading with the enemy during war ;
- (c) where interests of the bank require disclosure, as in an action against a customer for an amount due ;
- (d) where disclosure is made with the express or implied consent of his customer.

The practice among banks of giving each other 'confidential opinion' concerning the credit and standing of customers is so prevalent that a banker would probably be enabled to claim that, when a customer opens his account, he gives his implied consent to this practice. If such opinion is given



honestly and without malice, a banker will have an absolute defence on the ground of privilege.

9. *Garnishee order*.—A garnishee order is an order of the Court, obtained by a judgement creditor, attaching funds in the hands of a third party who owes judgement debtor money, and warning the third party (the garnishee) not to release the money attached until directed by the Court to do so. The garnishee should not pay over any funds until an order *nisi* (which means unless) is made *absolute*, as it is only payment under the latter which gives the garnishee an effective discharge against the judgement debtor.

A garnishee order attaches debts due or accruing due. The following debts are attachable, namely:

- (a) deposit account repayable on demand ;
- (b) deposit account repayable on fixed notice which has been given ;
- (c) deposit account repayable at a fixed future date or after the lapse of a specified time.

A garnishee order *nisi* gives the judgement-creditor an equitable charge upon debt ; when the order is made absolute, he can realize the charge.

A garnishee order binds the whole of the balance standing to the credit of the customer's account (including uncleared cheques paid to credit as cash) at the time the order is served, even though the balance is more than sufficient to satisfy the garnishee order ; and until the order is withdrawn, no further cheques can be paid out of the account—not even cheques issued prior to the service of the order on the bank. The banker should inform the customer after receipt of the garnishee order and return cheques as 'account attached'.

Money paid into credit after the service of the garnishee order is not attached. Therefore the order has no effect on an overdrawn account. But it is better for a banker to open a fresh account after receipt of the garnishee order.

In respect of a *joint account*, a garnishee order against one of the parties does not attach the balance on such a joint account.

10. *Closing an account*.—This phrase is used to denote the final severance of relation between the banker and his customer by the withdrawal of the customer's balance in the banker's hands, either on the initiative of the customer or at the request of the banker.

A customer may at any time close his current account with a bank by withdrawing the balance if the account is in credit, or by paying the banker his dues, if the account is overdrawn.

A banker is not entitled to close an account summarily without giving such reasonable notice as will obviate any damage to his customer's credit. The correct procedure is to advise the customer in writing that no further credits to his account will be accepted and that he should withdraw any balance standing to his credit, subject to his leaving with the banker sufficient money to pay outstanding cheques.

A banker is bound to stop an account in the event of (a) the death, insanity or bankruptcy of a customer, or, in the case of a limited company, the notice of voluntary liquidation or of the making of a winding-up order; (b) the service of a garnishee or other order



of the Court ; and (c) notice of an assignment to a third party of the balance standing in the customer's favour.

11. *Charges*.—A banker is entitled to charge interest on loans, either by express agreement or by right of custom. Further, owing to the practice of bankers of adding the interest to the principal debt every half year, the banker is enabled to charge compound interest. The banker also usually charges by custom an incidental charge on unremunerative accounts. The charge is small and varies from one bank to another.
12. *The Pass Book*.—The pass book, or passage book as it was formerly called, is given by a banker to his customer, and is for the purpose of showing the exact state of the customer's account with the banker. The real effect of entries in the pass book has not yet been satisfactorily determined. Sir John Paget contended that the proper function of a pass book ' is to constitute a conclusive, unquestionable, record of the transactions between banker and customer, and it should be recognized as such '. In actual fact, the position is very far removed from this. In the U. S. A., the position from the banker's standpoint is more satisfactory as a duty has been imposed upon the customer to examine his pass book. In *Morgan vs. United States Mortgage and Trust Co.*, it was decided that ' the depositor who sends his pass book to be written up and receives it back with his paid cheques as vouchers is bound to examine the pass book and vouchers and to report to the bank without un-

reasonable delay any errors which may be discovered'.

*Entries from the Customer's Standpoint.*—An entry in a pass book in favour of a customer is *prima facie* evidence against the banker, but is not conclusive evidence, and the banker is not therefore debarred from endeavouring to prove that any entry is an erroneous one. Where an entry showing a payment to a customer's credit has been made in a pass book in error, and the customer, relying upon that credit, has drawn cheques against it or in some other way altered his position, the banker will be bound by that entry. But if the customer's position has not been altered by the entry, the banker is at liberty to show that the entry was made by mistake. In *Akrokeri Mines Ltd. vs. Economic Bank*, it was held that 'the pass book . . . belongs to the customer and the entries made in it by the bank are statements on which the customer is entitled to act'.

Since it is essential that the customer should establish his *bona fides* in taking advantage of a wrong entry, it would not be easy, as a general rule, for an ordinary business man to establish his case. But the position may be different in the case of a private individual, who may be honestly misled by wrong entries in the pass book.

*Entries from the Banker's Standpoint.*—The conflict in legal opinion is so marked that it is impossible to give any clear exposition of the effect of pass book entries in the banker's favour. All that can be said from cases decided in English courts is that before a customer can be estopped from denying the accuracy of his pass book entries, he must have been guilty of such negligence as to cause the banker's position to be detrimentally affected, or



the customer must have acted in such a manner as to indicate that he had treated the account as a definitely settled account. It remains to consider what constitutes a sufficient degree of negligence, and what amounts to a settled account. In *Chatterton vs. London & County Bank*, it was held that a banker had no right to infer that a customer had even looked at his pass book, though the pass book had been received by him, items ticked off, and the pass book returned without comment to the banker. If this view is correct, the question of contributory negligence on the customer's part can hardly arise.

The point as to what can be considered a settled account was raised in *Vagliano Bros. vs. Bank of England*, but no satisfactory conclusion was reached, though the trend of the judgement seemed to indicate that the passing to and fro of a pass book did imply some sort of a duty on the part of the customer to examine it ; but it was not considered that the examination of an account by the customer and the return of the pass book was conclusive evidence of a settled account and that thereby the customer would be estopped from disputing the accuracy of the entries.

In no case is the banker justified in withholding from his customer any amount received for his credit, but omitted to be shown in the pass book, on the plea of acquiescence on the part of the customer.

## CHAPTER XXIV

### ACCOUNTS OF CUSTOMERS

A BANKER should not open a new account without obtaining satisfactory references of a prospective customer. If this is not done, he may be held guilty of negligence and may have to bear unpleasant consequences. Provided, however, that a satisfactory reference has been obtained and the account is conducted in accordance with arrangements made while opening it, a banker is not concerned with the origin of credits paid in or the destination of any money paid, unless attendant circumstances are such as to rouse reasonable suspicion.

Customers may be divided into two groups: personal and impersonal. Impersonal customers comprise corporate bodies of all kinds and local authorities. We shall deal with only a few important types of customers, both personal and impersonal.

*Accounts of individuals generally.*—A specimen signature is taken of the customer's usual signature whenever a new account is opened. If the customer should desire to give authority to a third party to draw cheques on his account and/or to indorse cheques or bills in his name, necessary mandate is taken from the customer on the bank's prescribed form.

If an agent is appointed, his powers, generally speaking, should be expressed in writing. Where there is no written authority, the powers of an agent are conjectural, and are determined by the usage of the particular trade, the course of dealing between the parties, and the conduct of the prin-



principal and agent. Any person of sound mind may act as an agent, including an infant and an undischarged bankrupt.

*Minors or infants.*—Under the Indian law, a person is a minor until he completes his eighteenth year, unless, before he is eighteen, a guardian of his person or property is appointed by court, in which case minority extends up to the age of twenty-one. Under the English law, all persons below the age of twenty-one are minors or infants.

A banker may, without risk, allow an infant to open an account and draw cheques upon it so long as it is in credit. The account, however, should not be allowed to be overdrawn; for money lent to an infant cannot be recovered, even if he has given a security.

As a general rule, a minor can repudiate all his contracts at his option. Thus, if an advance is given to an infant, the transaction is void and the banker will be unable to succeed in an action for repayment of the money, or to retain or realize any securities deposited by a minor in respect of the advance. If a third party should have given a guarantee or deposited a security for an advance given to a minor, the banker will be able to enforce his rights against the third party.

Sometimes bankers, instead of opening accounts in the names of minors, do so in the names of parents and guardians, marking the accounts so clearly as to indicate that they concern minors.

An infant can act as an agent and bind a principal, so that a banker is safe in accepting a written authority empowering an infant to draw or indorse cheques and bills or to overdraw his principal's account. An infant may also act as a partner in a firm with power to bind his co-partners, but it is not desirable to allow an infant to operate a

partnership account unless specific authority is obtained from the other partners.

*Married women.*—Current accounts may be opened in the name of a married woman, for she has power to draw cheques and give sufficient discharge. She can make contracts, and sue or be sued upon them, but the person suing her, for example, a banker who has given her an advance, has no personal remedy against her in respect of the advance, but only a remedy against her separate property. A banker should, however, be careful in giving her any loan or advance, for even if she has separate property—or *stri-dhan* as it is known among Hindus—the property can be settled on her in such a way that she may only use the income, and not touch the corpus nor anticipate the income.

If a married woman incurs debts, she cannot make her husband responsible for them unless she acts as his agent, or borrows for her necessaries or the necessaries of the household.

*Joint Accounts.*—Current accounts may be opened in the name of two or more persons who are not partners. The banker should take a mandate signed by the persons opening a joint account embodying instructions how the account is to be operated, how cheques and bills are to be endorsed and signed, and clearly setting forth how the balance is to be disposed of in the event of the death of any of the parties.

Unless the parties specially delegate their authority to sign cheques to one or some of them, all cheques, bills and other instructions must be signed by all the parties. On the death of any party to a joint account, the balance vests in the survivor or survivors, but such survivor or survivors is or are in the position of trustees with regard to any portion



of the funds which properly belong to the deceased's estate ; and it will therefore save trouble to the banker to have the matter clearly stated in the mandate.

The banker should also obtain an undertaking from all the parties to be jointly and severally responsible for any overdraft. This is essential, for in the absence of such an undertaking, the parties will only be liable jointly, that is, on the death of one of the parties, his estate will be freed from liability, and only the survivor or survivors will be responsible for the repayment of the advance.

*Bankrupts.*—As soon as a banker gets an intimation that his customer has suspended or intends to suspend payment to his creditors, or has filed in court a declaration to the effect that he is unable to pay his debts, he should stop all business transactions with such a customer. The whole of a bankrupt's property vests in the Official Receiver, or the Official Assignee in Presidency towns, who administers it for the benefit of the general body of creditors.

Special care should be taken in the case of undischarged bankrupts who are subject to a number of disabilities. The important among these are (a) that the property of a bankrupt is *prima facie* vested in his trustee ; (b) that he cannot obtain credit for more than fifty rupees ; and (c) that a banker must not conduct an account for a person whom he knows to be an undischarged bankrupt without due intimation to the Official Receiver or the Official Assignee.

All transaction with an undischarged bankrupt in respect of property, real or personal, acquired after adjudication, if completed before any intervention by the trustee, shall be valid against the trustee. The risk of opening an account with an undischarged bankrupt is, however, great inasmuch

as it may not be easy to find out what is and what is not after-acquired property.

*Partnerships.*—‘A partnership,’ according to Section 4 of the Indian Partnership Act, ‘is the relation between persons who have agreed to share the profits of the business, carried on by all or any of them acting for all’. In the past, a partnership had to observe no formalities, such as registration. Since the putting into effect of Sec. 58 of the Indian Partnership Act, 1932, partnerships can now be registered so that persons dealing with them may now secure information about the composition of such partnerships. ✓

Every partner has implied power to bind the firm by opening an account in its name and by drawing, indorsing or accepting bills of exchange, except as to any person who has notice that a partner is restricted from so acting. A banker may, therefore, open an account in the name of a partnership firm on receiving an application from any one partner. Yet no banker should open an account in the name of a firm consisting of several persons, or pay cheques or honour other instruments bearing the signature of one partner, without taking a mandate, signed by all the partners authorizing the opening of the account and specifying the manner of operating thereon. As a rule, the mandate will also contain an undertaking by all the partners to hold themselves jointly and severally liable for any overdraft or loan granted to the firm. All partners must also sign any document charging the property of the partnership as security for any loan or overdraft granted to the firm.

A banker should not open an account on behalf of a firm in the name of a partner without proper enquiry. Sec. 19(2)(b) of the Partnership Act says that, in the absence of any usage or custom to the contrary, the implied



authority of a partner does not empower him to open a banking account on behalf of the firm in his own name. It is expedient, therefore, that a banker should always open a firm's account in the firm's name.

A banker should not accept any cheque payable to the firm for credit to the private account of a partner without the permission of the other partners. He is not, however, necessarily put on inquiry if a partner draws a cheque in his favour on his firm's account and sends it for the credit of his personal account.

In the event of the retirement of one or more partners, the liability of such persons ceases in so far as future transactions are concerned. If, however, no notice of such retirement is given, the retiring partner or partners will continue to be liable for advances made even after retirement. Sec. 32(3) of the Partnership Act says that 'notwithstanding the retirement of a partner from a firm, he and the partners continue to be liable as partners to third parties for any act done by any of them which would have been an act of the firm if done before the retirement, until public notice is given of the retirement; provided that a retired partner is not liable to any third party who deals with the firm without knowing that he was a partner'. On the retirement of a partner, if the banker does not like to relinquish his claim against the retiring partner in respect of advances made to the firm, he will close the old account and open a new one so as to avoid the *Rule in Clayton's case*. The banker will adopt the same procedure on the dissolution, from whatever cause it may be, of a partnership firm.

*Trading Companies.*—In opening an account in the name of a trading company or corporation, a banker should ask for a copy of the resolution, passed by the Board of

Directors, appointing him as banker to the company and naming the person or persons authorized to operate the account. Along with the resolution, the banker is supplied with the certificate of incorporation and of commencement of business for inspection and return, a copy of the Memorandum and Articles of Association and a copy of the company's last balance-sheet, certified by the auditor.

The banker should carefully read the copies of the Memorandum and Articles of Association so as to ascertain the nature of the business of the company as well as the extent of the powers of the company and of its directors. The Articles are subsidiary to the Memorandum, but in the Articles are detailed the rights vested in the directors to exercise the powers of the company as defined in the Memorandum. The banker should particularly notice the regulations governing the execution and indorsement of contracts, deeds, bills of exchange, promissory notes and cheques, ascertain how the banking account is to be conducted, whether or not all acts of the directors must be done at a Board meeting, and whether directors can delegate authority, and if so, to what extent.

A trading company has implied borrowing powers for the carrying out of the legal objects of the company, even if these powers are not explicitly mentioned in the Memorandum. Usually, however, borrowing powers, with or without restrictions, are specified in the Memorandum and the Articles of Association. A banker should not, however, grant a company an advance without first requiring the deposit of a certified copy of the resolution of the directors authorizing the overdraft and sanctioning the deposit and the signing of the proposed security. He should also examine whether such a resolution and the terms thereof are permissible under the Memorandum and the Articles of Asso-



ciation. It is considered advisable that the board of directors should pass a resolution on each occasion the company wishes to borrow. A banker is not required to make enquiries as to the purpose for which funds are being borrowed, and the advance made cannot be avoided on the ground of the funds being misapplied, as long as the banker acts *bona fide* and without knowledge of the misapplication.

*Non-Trading Companies.*—These are institutions or associations formed under the Indian Companies Act with a view to promote some object such as art, science or religion, provided any profits made are not distributed by way of dividends to members. In opening accounts of such non-trading companies, all the formalities as described in connexion with trading companies have to be observed, except that they are not required to produce a certificate of commencement of business. If an advance is wanted by a non-trading company, the banker should examine the powers of borrowing and any limitation that may have been imposed upon their exercise in the Memorandum and Articles of Association.

*The Banker and the Customer's Account.*—In opening a customer's account and allowing him to operate it, the banker should be particularly careful in two matters. Firstly, he should not open an account without obtaining satisfactory references about the customer. Secondly, he should be particularly careful in granting advances. If proper references have been taken before the account is opened and so long as it remains in credit, the banker runs practically no risk. Before, however, an advance is granted, the banker must satisfy himself as to the borrowing power of his customer, the nature of the securities offered and the legal means available to him for realizing the securities, in case of default.

## XXV

### BILLS OF EXCHANGE

THE term 'bill of exchange' also expresses its meaning. It is a 'bill' which can be 'exchanged', that is, it is a written expression of a debt which can be passed from hand to hand and carry with it the right to demand payment of the debt.

A 'bill of exchange' is defined in Section 5 of the Negotiable Instruments Act as 'an instrument in writing containing an unconditional order, signed by the maker, directing a certain person to pay a certain sum of money only to, or to the order of, a certain person or to the bearer of the instrument'.

### BILL AND PROMISSORY NOTE

The definition of a bill of exchange is very similar to that of a promissory note, but differs in the following particulars. In the first place, there are in a bill three parties: (a) the drawer or maker of the bill, (b) the drawee to whom it is addressed and, if he accepts it, the acceptor, and (c) the payee, in whose favour it is drawn. In a promissory note, however, there are only two persons, the promisor and the payee, but no drawee. In a bill of exchange, it is not necessary that the three persons should be three separate individuals. One person may become drawer and payee, or drawee and payee, or drawer and drawee. Where drawer and drawee of a bill are the same persons, the instrument is still a bill of exchange. It is only necessary that the three parties must be mentioned in the bill with



certainty. Although the promissory note in its original shape bears no resemblance to a bill, yet when it is indorsed it is similar to a bill, for then it is an order by the indorser of the note upon the maker to pay the indorsee. In the second place, in a bill there is an unconditional *order* to pay, while in a promissory note, there is an unconditional *promise*.

### ESSENTIALS OF A BILL

As its definition implies, a bill must satisfy three important conditions. In the first place, the order to pay must be unconditional. An order to pay is, however, not 'conditional' by reason of the time for payment of the amount or of any instalment thereof being expressed to be on the lapse of a certain period after the occurrence of a specified event which, according to the ordinary expectation of mankind, is certain to happen, although the time of its happening may be uncertain. A bill payable out of a particular fund is not unconditional, and therefore, invalid, because it is not certain whether the fund will be in existence or prove sufficient when the bill becomes payable, but an unqualified order to pay coupled with an indication of the fund out of which the drawee is to reimburse himself or of a particular account to be debited with the amount is *unconditional*. Thus, an order to pay 'out of the sale proceeds of a piece of land' is invalid, but an order 'to pay Rs 1,000 to C' out of account No. II is valid.

In the second place, the sum to be paid must be an amount certain. The Negotiable Instruments Act, however, says that the sum payable is certain, although it may include future interest or be payable at an indicated rate of exchange, or be according to the course of exchange, and although the

instrument may provide that, on default of payment of an instalment, the balance unpaid shall become due.

In the third place, the individual to whom direction is given for payment, or to whom payment is to be made must be a person certain. A person will, however, be a 'certain person', even though he may be misnamed or designated by description only.

A bill, it should be noted, is not invalid by reason (a) that it is not dated, (b) that it does not specify the value given, or that any value has been given for it, or (c) that it does not specify the place where it is drawn or the place where it is payable. Where a bill expressed to be payable at a fixed period after a date is issued undated, or where the acceptance of a bill payable at a fixed period after sight is undated, the holder may insert the true date of issue or acceptance, and the bill is payable according to the date so inserted.

### NEGOTIATION OF A BILL

The negotiation of a bill commences only on the issue or delivery of it to a person other than the drawer or drawee. If the bill is payable to the drawee or his order, he must indorse it ; but mere indorsement does not legally constitute negotiation, which commences only with the transfer and/or delivery of the bill by the third party to another. The principle of negotiation is that the property in and rights connected with the instrument are passed to another person, and delivery of the instrument, either actual or constructive, is essential.

Once any person having a legal right to enter into a contract has signed his name on a bill and made delivery of it to another person, he becomes liable for the eventual full payment of the bill. Persons who indorse the bill



become liable in the order in which they have indorsed the bill. But each party has a right to proceed against any or all prior parties, and is not obliged to ask for payment only from the acceptor or the person immediately preceding him. If any party pays the bill, it entitles him to have it delivered to him, and he then acquires all the rights it carries against prior parties.

### TIME OF PAYMENT

The order for the payment of a bill must be made out in such a way that the date of payment can be definitely ascertained. The date must be actually fixed or be capable of being computed from the date of an event, which is bound to happen. Thus, a bill payable at a certain period after the death of a person then living is valid ; but a bill so payable after the marriage of a person is not valid, as this is an event which is not necessarily bound to happen.

In respect of the date of payment, there are two classes of bill, those payable on demand, and those payable at a fixed or determinable future time. *Demand bills* are those which are expressed to be payable on demand, or at sight, or on presentation, or in which no time for payment is expressed. These bills become due for payment as soon as demand for payment is made. These bills carry no days of grace.

The second category of bills is known as *time bills*. In a few cases, time bills may be drawn payable on stated dates, after which the word 'fixed' is added, and they then become due and payable on the stated dates. Usually, these bills are subject to a slight extension of time which consists of three extra days known as 'days of grace'. There is no limit to the length of time for which a time bill may be

drawn. In the case of bills payable after sight, the time begins to run from the date of acceptance or, if the bill is dishonoured, from the date of noting or protesting for dishonour. When a bill is dishonoured by non-acceptance or non-payment, it will be presented by a Notary Public who, if acceptance or payment, as the case may be, is refused, will attach a slip to the bill stating the date of presentation, the answer given, the Notary's charges and his initials. This is known as 'noting' the bill. At any time once the bill has been noted, a legal document is drawn up by the Notary and is known as a 'protest'.

#### TITLE TO A BILL

Any person in possession of a bill is a *possessor*, but his legal rights will vary according to the conditions under which the bill is possessed. He may be a wrongful possessor, or a bearer, or a holder either for value or in due course, or a wrongful holder.

A wrongful possessor is a person who has in possession a bill affected by forgery. He has no rights under the bill.

The bearer of a bill is a person who acquires a title to a bill transferred to him by delivery only. A bill payable to bearer or indorsed in blank is a bearer bill, and can be negotiated by simple delivery. Since a transferor by delivery does not sign his name on the bill, the transferee or any subsequent holder has no right against him even for consideration. But the transferor by delivery will be liable for any defective title of the bill inasmuch as he warrants to any transferee who gives value for the bill that the instrument is what it purports to be, and that he has a right to transfer it. If this is not so, as, for example, when a forged signature appears on the bill, the transferee can sue the transferor for breach of warranty.



The holder of a bill is the payee or indorsee of a bill who is in possession of it, or the bearer of a bill payable to bearer. A simple holder need not have given value for the bill, and his title to it depends on whether any defect exists in it or not. A defect in the bill exists if the acceptance, issue or subsequent negotiation of the bill is affected with fraud, duress or illegality.

*A holder for value* is the holder of a bill for which value has at any time been given, and it is not essential that he should himself have given value. His title depends upon the same grounds as those of a simple holder except that lack of consideration cannot be set up against him save by his immediate transferor if in fact he had not given value. A holder for value may be an agent for collection, or have had the bill transferred to him by way of gift, but he can sue in his own name. Where a holder of a bill has a lien on it, as in the case of a bill pledged to a bank as security, he is deemed to be a holder for value to the extent of his security.

*A holder in due course* is a holder of the highest order. He is a holder who became such for consideration before its maturity and without sufficient cause to believe that any defect existed in the title of the person from whom he derived his title. A holder in due course must satisfy the following conditions:

- (a) that he is a holder, that is, he must be in possession of the bill if it is payable to bearer or he must be the payee or indorsee, if it is payable to or to the order of the payee, and the making of the instrument has been completed by delivery to the payee or the indorsee. He must be entitled to sue in his own name on the instrument;

- (b) that he became holder before the amount mentioned in the bill became payable, that is, before the maturity of the bill;
- (c) that he became holder for consideration. While a holder for value need not himself have given value for the bill, the holder in due course must have done so;
- (d) that he became the holder without having sufficient cause to believe that any defect existed in the title of the person from whom he received it.

Forgery of an instrument is placed on a different footing from defects in title. A forged bill is no instrument in law. Forgery connotes not a defect in title, but an absence of it. Thus, nobody can become a holder in due course of a forged instrument as it is a nullity at law, although in exceptional cases, certain holders like banks are given special statutory protection against forgery of indorsements, namely, in respect of crossed cheques.



## CHAPTER XXVI

### CHEQUES

A CHEQUE is defined by Section 6 of the Negotiable Instruments Act as 'a bill of exchange drawn on a banker and not expressed to be payable otherwise than on demand'. Combining this definition with that of a bill of exchange, we may say 'a cheque is an unconditional order in writing addressed by one person to another, who must be a banker, signed by the person giving it, requiring the banker to whom it is addressed to pay on demand a sum certain in money to or to the order of a specified person or to bearer'.

The essential conditions that an instrument to be rightly called a cheque should fulfil are:

- (a) it must be an instrument in writing, the writing may be done by any means. But writing in pencil may be sent back for confirmation, as chances of fraud are greater;
- (b) it must be an unconditional order to pay. If, for example, a cheque has a receipt form attached to it with the following words, 'provided the receipt form at foot is duly signed and dated', the order is not unconditional. But if the instruction is addressed to the payee, and not the banker, then the order is unconditional;
- (c) it must be signed by the person giving it. The signature may be by the drawer himself or by

- some person duly authorized by him. The signature may also be in a trade or assumed name, but the person so signing is liable as if he had signed the instrument in his own name;
- (d) it must be drawn upon a banker. Thus, instruments containing orders for payment drawn upon, say, Government Treasuries, such as, supply bills, are not cheques. Drafts drawn by one office or branch of a bank upon any of its other offices or branches are cheques;
- (e) it must be for the payment of a certain sum of money only. The sum payable is certain, although it may include interest at a given rate up to the happening of a specified event, or drawn in foreign currency and payable at an indicated rate of exchange or according to the course of exchange. The amount of the cheque is usually stated both in figures and words. If the two differ, the amount expressed in words may be legally paid. But it is the practice of bankers to return such cheques with the remarks, ' words and figures differ ';
- (f) it must be payable to or to the order of a specified person or bearer. A person in law is not necessarily a human being. It may be a body corporate or a functionary such as a Secretary or a Manager. Cheques are sometimes made payable to fictitious persons, for example, when drawn as ' Pay Wages ' or ' Pay Cash ', and are then treated as payable to bearer;



- (g) the sum mentioned in it must be payable on demand.

### THE CHEQUE AND THE BILL OF EXCHANGE

A cheque is similar to a bill of exchange except in the following respects:

- (a) it is supposed to be drawn on funds in the hands of a banker. A cheque is, however, a mere order to pay, which the banker may or may not accept, subject to all the legal consequences in case of wrongful dishonour.
- (b) it requires no acceptance;
- (c) the drawer of a cheque is not discharged by failure of the holder to present it in due time unless the drawer has sustained damage by the delay;
- (d) when a cheque is not met, notice of dishonour is not necessary as in the case of bills. The lack of funds in the hands of the banker is sufficient notice;
- (e) a cheque is a revocable mandate, and the authority may be revoked by countermand of payment and is determined by notice of the customer's death or bankruptcy;
- (f) a cheque may be crossed.

*Dating.*—A cheque is not invalid by reason only that it is ante-dated or post-dated. Further, a cheque not dated is valid, and any holder may insert a date. If a cheque is post-dated, it is really not a cheque at the moment, as it is not an instrument payable on demand, and, as such, resembles a bill, but if it is presented for payment on or after its due date, the paying banker should have no

objection to paying it. Further, the negotiability of such a cheque is not impaired merely because it is post-dated. A banker will, however, lose his statutory protection if he pays a cheque before it is due for payment, and must bear any loss that may arise out of his action.

*Stale or Overdue Cheques.*—There is no precise legal indication as to when a cheque is to be considered stale or overdue. Under the English law, a bill or a cheque becomes overdue for purposes of negotiation when it appears on the face of it to have been in circulation for an unreasonable length of time. As to what constitutes an unreasonable length of time is a question of fact to be determined by the circumstances of each case. There is, however, no provision in the Negotiable Instruments Act when a demand instrument is to be considered overdue. In England, a cheque is considered to be in circulation for an unreasonable length of time from the point of view of its negotiability after the lapse of about ten days or so from its date of issue. In India, it is the usual practice of bankers to regard a cheque as overdue after the lapse of six months from the date of issue.

*Material Alterations.*—Any material alteration in a cheque must be made with the drawer's assent, evidenced by his signature or initials. The full signature is preferable to initials, as initials may be more easily forged. If there are two or more signatures to a cheque, all must join in confirmation.

Material alterations include alterations in respect of date, sum payable, place of payment, the name of payee and crossing. An 'order' cheque may be converted into a 'bearer' one by substituting the word 'bearer' for 'order'



by drawer only and by confirming such substitution by his signature. But any holder may alter a bearer cheque to an order cheque without the drawer's verification.

If a banker should pay a cheque which has been materially altered without the drawer's confirmation, he will do so at his own risk.

*Lost Cheques.*—If a cheque is lost, the holder may compel the drawer to give him another cheque in identical terms by providing to the drawer an indemnity against any claims of third parties should the lost cheque be found again. The drawer should not issue a duplicate cheque without proper indemnity, for if the cheque is negotiable, and the finder transfers it to another person who honestly takes it for value, the transferee can compel payment from the drawer, in which case the latter will have to pay twice over.

Immediately a cheque is lost, the loser should notify the fact to all the parties to the cheque, and also request the drawer to give notice to the drawee-banker to stop its payment.

*Loss of Cheques sent through the Post.*—The Post Office is not liable for any such loss as it accepts no responsibility for unregistered letters. The responsibility for such loss rests, therefore, on the sender or the addressee. As the Post Office is *prima facie* the agent of the sender, he must assume the risk of his remittance not arriving properly at its destination. But if the creditor should have definitely said, for example, 'Please send me a cheque by post', then the Post Office becomes the agent of the creditor, who will be liable for loss of the cheque in transit. It is advisable for the safety of the parties concerned that cheques sent by unregistered post should be *specially* crossed.

## CROSSED CHEQUES

Sections 123 and 124 of the Negotiable Instruments Act define crossed cheques as follows:

*Section 123.*—Where a cheque bears across its face an addition of the words 'and Company' or any abbreviation thereof, between two parallel transverse lines, or of two parallel transverse lines simply, either with or without the words 'not negotiable', that addition shall be deemed a crossing, and the cheque shall be deemed to be crossed generally.

*Section 124.*—Where a cheque bears across its face an addition of the name of a banker, either with or without the words 'not negotiable' that addition shall be deemed a crossing, and the cheque shall be deemed to be crossed *pecially*, and to be crossed to that banker.

*General and Special Crossing.*—From these definitions, it will be seen that there are two distinct types of crossing: (a) general and (b) special. A general crossing must include two parallel transverse lines written, printed, stamped, or perforated across the face of a cheque and these lines may be accompanied by any such additions as the words '& Co.', 'and company', 'not negotiable', 'account payee', 'account A.B.C.', 'under or not over . . . . rupees' etc. These additional words have certain effects, but they are not an essential part of the crossing, nor do they constitute a crossing by themselves in the absence of the transverse lines.

The name of a banker written, stamped, printed or



perforated across the face of a cheque forms a special crossing, whether it appears alone or with transverse lines, or with or without any of the additional words mentioned above.

*Different Forms of Crossing.*—The following are some specimens of general crossing:

_____	_____	_____	_____	_____	_____	_____	_____
		& Co.		not negotiable		Not negotiable	
						& Co.	
							A/c Payee

The following are some specimens of special crossing:

Comilla Banking Corporation, Ltd.							
	Bengal Central Bank, Ltd.						
		Comilla Union Bank, Ltd.					
		A/c Payee					
				Nath Bank, Ltd.			
				Not negotiable			
						Comilla Banking Corporation, Ltd.	
						A/c New Standard Bank, Ltd.	

*Effect of Crossing.*—Unless the words ‘not negotiable’ appear along with the crossing, a general or special crossing has no effect whatsoever on the full negotiability of a cheque as between different holders. The effect of a general crossing, in so far as it concerns a banker on whom it is drawn,

is that he is safe only if he pays the cheque to another banker. The effect of a special crossing is that the banker must pay it only to the banker named in the crossing, or acting as the agent of another banker. The effect of a crossing applies equally to a bearer and an order cheque. A crossed cheque payable to a bearer disposes of the necessity for indorsement only.

*'Not Negotiable' Crossing.*—Section 130 of the Negotiable Instruments Act says, 'A person taking a cheque crossed generally or specially, bearing in either case the words "not negotiable" shall not have, and shall not be capable of giving a better title to the cheque than that which the person from whom he took it had'. A 'not negotiable' crossing does *not* make the cheque not transferable, but takes away from it the special feature of negotiability. If a person takes such a cheque which has been stolen or lost, he cannot enforce payment of the instrument nor can he retain any money paid to him upon it as against the true owner, however honestly he may have acted and even though he had not been aware of the fact that the cheque was stolen or lost. If, however, there is no question of defective title, the cheque is good for all purposes, and may circulate in exactly the same way as a cheque which does not bear these restrictive words.

*Account Payee Crossing.*—A cheque crossed 'account payee' or 'Pay A. B. C. only', restricts the transferability of the cheque. Although such crossing has no statutory significance, it must be paid to the payee specified and to him only. A banker should neither collect nor pay such a cheque if it bears evidence of having been transferred, otherwise the collecting banker will be liable for negligence, and the paying banker for disobeying the mandate of his customer.



## CHAPTER XXVII

### ' INDORSEMENT

THE word ' indorsement ' is derived from the Latin *in dorsum* which means ' on the back '. Section 15 of the Negotiable Instruments Act defines indorsement as follows: ' When the maker or holder of a negotiable instrument signs the same, otherwise than as such maker, for the purpose of negotiation, on the back or face thereof or on a slip of paper annexed thereto, or so signs for the same purpose a stamped paper intended to be completed as a negotiable instrument, he is said to indorse the same, and is called the " indorser" '.

### EFFECT OF INDORSEMENT

By indorsing his name on the back of a negotiable instrument, the indorser guarantees to his immediate indorsee or a subsequent holder in due course that at the time it left his hands, it was genuine in every respect and that he had a good title to it. Ordinarily an indorser binds himself to pay only on due notice of dishonour being given to him. Section 35 of the Negotiable Instruments Act lays down, ' In the absence of a contract to the contrary, whoever indorses and delivers a negotiable instrument before maturity, without, in such indorsement, expressly excluding or making conditional his own liability, is bound thereby to every subsequent holder, in case of dishonour by the drawee, acceptor or maker to compensate such holder for any loss or damage caused to him by such dishonour, provided due notice of such dishonour has been given to, or received by, such indorser '.

## CLASSIFICATION OF INDORSEMENT

There are four main types of indorsements as under:

- (a) *Indorsement in blank*.—If the indorser signs his name only, and mentions no payee, the indorsement is said to be blank. A negotiable instrument so indorsed becomes payable to bearer. If, however, a negotiable instrument, which has been indorsed in blank, is subsequently indorsed in full, it cannot be paid except upon the indorsement of the indorsee in full.
- (b) *Special Indorsement*.—A special indorsement or an indorsement in full specifies the person to whom or to whose order the negotiable instrument is to be payable. An indorsement in blank may be converted into a special indorsement by writing above the indorser's signature a direction to pay the negotiable instrument to or to the order of himself or some other person.
- (c) *Restrictive Indorsement*.—An indorsement is restrictive which prohibits the further negotiation of a negotiable instrument or which expresses that it is a mere authority to deal with it as thereby directed and not a transfer of the ownership thereof, for example, an indorsement to the effect 'Pay D only', or 'Pay D for the account of X'. A restrictive indorsement gives the indorsee the right to receive payment of the negotiable instrument and to sue any party thereto that his indorser could have sued, but gives him no power to transfer his rights



as indorsee unless it expressly authorizes him to do so. Where, however, a restrictive indorsement authorizes further transfer, all subsequent indorsees take the negotiable instrument with the same rights and subject to the same liabilities as the first indorsee under the restrictive indorsement.

- (d) *Conditional Indorsement*.—An indorsement which makes the transfer of a negotiable instrument dependent on the fulfilment of certain conditions is called a conditional indorsement. Section 52 of the Negotiable Instruments Act says, 'The indorser of a negotiable instrument may, by express words in the indorsement, exclude his own liability thereon, or make such liability or the right of the indorsee to receive the amount due thereon depend upon the happening of a specified event although such event may never happen'. The endorser can either completely exclude his liability or otherwise limit it by making it conditional. For example, he may exclude his liability by indorsing a cheque 'Pay A or order *sans recours* (or without recourse)'. This stipulation releases the indorser from liability in the event of the cheque being dishonoured, but does not release him from liability in respect of any forgery on the cheque before he indorsed it. Again, the indorser may make his indorsement conditional by making it depend on the happening of a specified event which may never happen. Thus an indorser may write, 'Pay A or order on his marriage with B'. In this case, the indorser will not

be liable until the marriage takes place, and if B should die, his liability will be terminated.

It would appear that in India a banker cannot make payment of a cheque with a conditional indorsement until the condition is fulfilled. This is a difficult position for the paying banker inasmuch as a cheque is by definition an unconditional order payable on demand. Express provision has, however, been made in Britain under the Bills of Exchange Act affording protection to the banker for payment in disregard of conditions. Section 33 of this Act says, 'where a bill purports to be indorsed conditionally, the condition may be disregarded by the payee and payment to the indorsee is valid, whether the condition has been fulfilled or not'.

#### GENERAL PRINCIPLES REGARDING INDORSEMENT

Although the appropriateness or otherwise of an indorsement is determined by the general practice of bankers, certain general principles guiding indorsement may be stated:

1. An indorsement should be spelled exactly in the same way, as the person's name appears on the face of the bill (or cheque) as payee, or in the special indorsement as indorsee. If the name is misspelt, the indorsement should also be misspelt, and the indorser may again indorse it with his name spelt correctly.
2. An indorsement should be in the form of the ordinary signature of the payee or indorsee. Complimentary prefixes or suffixes or other courtesy titles such as Mr, Mrs, Miss, Dr, M.A., B.L., Sir, etc., do not form part of the indorsement, and should be omitted while indorsing a bill.



*Women.*—A spinster or unmarried woman indorses by writing her first name and surname. Thus Miss Kamala Bose will indorse as Kamala Bose. If the payee is a married woman or a widow, and a cheque is made out in favour of Mrs A Bose, she should sign as K. Bose, wife or widow of A Bose. If a cheque is made payable to a married woman in her maiden name, as a cheque drawn in favour of Miss Kamala Das, she should indorse it as Kamala Bose *née* Das.

3. *Illiterate persons.* In the case of illiterate persons the left hand thumb impression should be impressed and witnessed, the witness giving his or her address.
4. Cheques made payable to two or more persons, not partners, must be indorsed by each of them individually.
5. When a cheque is made payable to a club, association or other institution, the name of the payee should be followed by the name and designation of the officer indorsing the cheque.
6. In the case of corporations, the mere writing or impressing of the name of the company by a person acting on its authority may constitute a valid indorsement. But bankers do not usually accept such indorsement. Usually, bankers accept indorsements made by directors, managers or secretaries of companies.
7. *Per pro indorsement.*—A banker is not legally obliged to accept such indorsement and can demand confirmation.

8. Cheques made payable to deceased persons must be indorsed by the legal representatives. As executors can delegate authority, there is no objection if only one of them signs.

## SOME SPECIMEN INDORSEMENTS

Payee	Irregular indorsement	Regular indorsement
<b>INDIVIDUALS:</b>		
Mahatma Gandhi ... Professor Niyogi ...	Mahatma Gandhi, Professor Niyogi ...	M. K. Gandhi J. P. Niyogi
<b>WOMEN:</b>		
Miss Bose ... Mrs A. Bose ...	Miss Bose ... Mrs A. Bose ...	Kamala Bose Kamala Bose (wife or widow of A. Bose)
Miss Kamala Das (now married)		Kamala Bose ( <i>née</i> Das)
<b>CLUBS &amp; ASSOCIATIONS:</b> University Commerce Society	A. Roy, Secretary, University Commerce Society	For the University Commerce Society A. Roy Secretary
<b>FIRMS:</b> Das & Sons ...	A. K. Das & Sons	Das & Sons or For Das & Sons A. K. Das Partner
<b>JOINT-STOCK COMPANIES:</b> India Co., Ltd. ...	For India Co., Ltd. B. C. Das or B. C. Das and Company Managers	For India Co., Ltd. B. C. Das Manager, Secretary or Director or For India Co., Ltd. B. C. Das & Co., Managing Agents



## SOME SPECIMEN INDORSEMENTS—(Contd.)

Payee	Irregular indorsement	Regular indorsement
<b>EXECUTORS &amp; ADMINISTRATORS:</b> B. C. Ray (now deceased) ...	A. N. Ray ...	For self & co-executor of the estate of the late B. C. Ray A. N. Ray
<b>TRUSTEES:</b> P. K. BOSE & H. Sarcar Trustees of the estate of the late H. R. Dey.	P. K. Bose ... H. Sarcar ...	P. K. Bose & H. Sarcar Trustees of the estate of the late H. R. Dey

## CHAPTER XXVIII

### THE PAYING AND THE COLLECTING BANKER

#### THE PAYING BANKER

It is the duty of the paying banker to honour his customer's cheques subject to certain conditions. These conditions are, first, that the customer must have a current or drawing account upon which the banker usually allows cheques to be drawn ; secondly, that the state of the customer's account must warrant the payment, that is, he must have sufficient funds to his credit or there must be an arrangement for overdraft adequate to cover the cheques ; thirdly, that the cheque must be presented by the holder or his authorized agent during recognized business hours at the proper place of payment ; fourthly, that it must be drawn in the proper form ; and finally that there must be no legal reason or excuse for refusing payment.

A cheque is drawn in the proper form when it (*a*) is signed by the drawer himself or by his authority ; (*b*) is due for payment, that is, is not post-dated or stale ; (*c*) has the sum to be paid expressed in words, or in words and figures, which should agree ; (*d*) purports, if it is an order cheque, to be properly indorsed ; and (*e*) bears the drawer's confirmation for any material alteration.

The following are sufficient reasons for refusing payment :

- (*a*) Notice from the customer to stop payment.
- (*b*) Knowledge of any defect in the title of a person presenting the cheque for payment.
- (*c*) Notice of an act of bankruptcy by the customer, or an intimation of his death or insanity, or, in



the case of a company, notice of its winding up.

- (d) Notice of an assignment by the customer of his available credit balance.
- (e) Knowledge that the customer contemplates breach of trust where it is known that funds credited to the account are trust funds.
- (f) Notice of garnishee injunction or other order from a court restraining the customer from operating the account.

*Return of Unpaid Cheques.*—When a cheque is returned unpaid by a banker, it should be returned with a slip stating the reason for the refusal of payment. A banker must neither offer part payment of a cheque nor disclose the state of his customer's account. The most common answers given on the slip for returning a cheque unpaid are: (a) *Refer to drawer or not sufficient funds*, meaning that the banker has not sufficient funds at his disposal to honour the cheque; (b) *Endorsement irregular*, that is, the indorsement on the cheque is not in order; (c) *Effects not cleared*, that is, the drawer has paid in bills or cheques which are in course of collection, but the proceeds are not yet available for paying the cheque.

*Chief Risks of a Paying Banker.*—The chief risks of a paying banker are (a) forgery of the drawer's signature and (b) fraudulent alterations, such as alterations of amount.

As the banker has a specimen signature of his customer, he should not honour any cheque when he has a reasonable suspicion or doubt that the signature on it differs from the specimen signature in his possession. Even if the signature be so cleverly forged that the banker is unable to detect

the forgery, he will not be able to debit the customer's account with the amount, as he has evidently had no instructions from his customer to do so (*Bhagwandas vs. Creet*). If, however, the customer should, by his conduct, cause the banker to believe that the signature is genuine, the banker will be able to debit the customer's account even though subsequently it should transpire that the signature had been forged. Such a case may arise if the customer was present at the bank, showed his signature, and signified it good for payment even though the signature may not have been genuine.

Corresponding to the obligation of the banker to inform his customer on receipt of a cheque with a forged signature is the duty of the customer to inform the banker if he should come to know that forged cheques are being presented. If the customer fails to do so and if thereby the chances of recovery from the forgerer are materially prejudiced, the customer will be precluded from claiming the amount back from the bank (*M'Kenzie vs. British Linen Co.*). In *Greenwood vs. Martins Bank Ltd.*, the husband did not disclose, although he was aware of it, that his wife was committing forgery until after she had committed suicide. In this case, the husband was held to be estopped by his conduct from making any claim against the bank on the ground of his silence and inaction when there was a duty to speak.

In respect of any material alteration, it has been already stated that any such alteration unauthorized by the drawer renders the cheque void, and a banker paying such a cheque will be liable to the customer for the consequences.

*Protection of a Paying Banker.*—The paying banker has been afforded certain statutory protection in respect of difficulties faced by him by reason of forged or unauthorized indorsements. Section 85 of the Negotiable Instruments



Act reads: (1) Where a cheque payable to order purports to be indorsed by or on behalf of the payee, the drawee is discharged by payment in due course. (2) Where a cheque is originally expressed to be payable to bearer, the drawee is discharged by payment in due course to the bearer thereof, notwithstanding any indorsements whether in full or in blank appearing thereon, and notwithstanding that any such indorsement purports to restrict or exclude further negotiation.

'Payment in due course' has been defined in Section 10 as meaning 'payment in accordance with the apparent tenor of the instrument in good faith and without negligence to any person in possession thereof under circumstances which do not afford a reasonable ground for believing that he is not entitled to receive payment of the amount therein mentioned.'

The holder to whom payment is to be made may be the payee, indorsee, or bearer according to the nature of the instrument or the way in which it has been made out. It is not in the ordinary course of business to pay cheques outside business hours except through the clearing house. If a banker does so, he loses statutory protection and may also face the possibility that the drawer may countermand the payment of the cheque before the bank opens on the next business day.

The duties of and the protection available to the paying banker in respect of crossed cheques are laid down in Sections 126, 127 and 129. The Sections run as follows:

*Section 126.*—Where a cheque is crossed generally, the banker on whom it is drawn shall not pay it otherwise than to a banker. Where a cheque is crossed specially, the banker

on whom it is drawn shall not pay it otherwise than to the banker to whom it is crossed, or his agent for collection.

*Section 127.*—Where a cheque is crossed specially to more than one banker, except when crossed to an agent for the purpose of collection, the banker on whom it is drawn shall refuse payment thereof.

*Section 129.*—Any banker paying a cheque crossed generally otherwise than to a banker, or a cheque crossed specially otherwise than to the banker to whom the same is crossed, or his agent for collection, being a banker, shall be liable to the true owner of the cheque for any loss he may sustain owing to the cheque having been so paid.

A banker is thus not justified in paying a cheque inconsistent with the directions in crossing. It follows that if the crossing is such that the banker is left in doubt, he should return the cheque. Further, a crossed cheque drawn by one customer in favour of another should be passed through the payee's account. The banker is not legally justified in paying money over the counter to even a payee-customer. If the banker should give cash for a crossed cheque to the payee, even though well-known to him, he does so at his own risk.

If payment of a crossed cheque has been made in due course, the paying banker is discharged from all liabilities under Section 128. This Section says, 'where the banker on whom a crossed cheque is drawn has paid the same in due course, the banker paying the cheque, and (in case such cheque has come to the hands of the payee) the drawer



thereof shall respectively be entitled to the same rights, and be placed in the same position in all respects, as they would respectively be entitled to, and placed in, if the amount of the cheque had been paid to and received by the true owner thereof'. On payment in due course, the banker is entitled to debit the drawer with the amount of the cheque, and will not be liable if the amount does not reach the true owner.

### THE COLLECTING BANKER

As an agent of his customer, the collecting banker has certain responsibilities towards his customer. He incurs certain liabilities if he fails to discharge the duties entrusted to him. His duties are not always precisely defined, and whether or not he has fully discharged them will depend as much upon the circumstances of the particular case in question as the recognized banking practice of the particular place. A banker will, however in any case be liable to his customer for any loss or damage which may result from his negligence or omission to use reasonable care and diligence.

*The Banker Collecting on His Own Behalf.*—Sometimes a banker may collect cheques and bills, not as an agent, but for himself as a holder for value, for example, when he encashes an open cheque over the counter, or collects proceeds of cheques specifically paid in to reduce a loan due to him or collects cheques against which he has given the customer the right to draw before the proceeds have been realized. In such circumstances, a banker becomes a holder in due course, collecting the proceeds for himself although they may ultimately rest in the customer's account, and has all the rights of such a holder. If he collects an open or uncrossed order cheque for himself, he is liable to the true owner only if the endorsement is forged. But he can

enforce his rights as a transferee against any indorsers who indorsed after the forgery as also against his immediate transferor if that person has omitted to indorse the cheque. If, however, the question is one of absence of or defect in the title of the person from whom the banker took the instrument, the banker as a holder in due course will have power to enforce payment against all prior parties to the instrument.

*Collection of Cheques for a Customer.*—The banker is afforded no protection in collecting uncrossed bearer or order cheques for a customer. If such a cheque bears a forged indorsement, or if the customer's title to it is lacking or defective, the banker will be liable to the true owner for conversion. The banker may, however, be able to debit the amount of the cheque to the customer concerned.

A collecting banker obtains certain statutory immunity in connexion with the collection of crossed cheques, whether payable to bearer or order. Section 131 of the Negotiable Instruments Act provides as follows: 'A banker who has in good faith and without negligence received payment for a customer of a cheque crossed generally or specially to himself, shall not, in case the title to the cheque proves defective, incur any liability to the true owner of the cheque by reason only of having received such payment'. In 1922, the following explanation was added: 'A banker receives payment of a crossed cheque for a customer within the meaning of this section notwithstanding that he credits his customer's account with the amount of the cheque before receiving payment thereof'.

The statutory protection is available only on the following conditions being fulfilled, namely:

- (a) The cheque must be crossed, and crossed before it reaches the hands of the banker.



- (b) The banker must collect the cheque on behalf of a customer.
- (c) The banker must collect the cheque as an agent, and not as a principal. It is the usual practice of bankers to credit cheques to the customer's account even before the receipt of the proceeds. In the *Gordon* case, it was held that the crediting of cash before the receipt of the proceeds of a cheque made the collecting banker a transferee for value, and as such, he was not entitled to the statutory protection even if the cheque was crossed. To negative the effect of this decision, the Bills of Exchange (Crossed Cheques) Act was passed in 1906 in Britain, and the provision of this Act has been embodied in the explanation added in 1922 to Section 131 of the Negotiable Instruments Act.
- (d) The banker must receive payment in good faith and without negligence. As bankers do not act otherwise than in good faith in all their dealings, the question of good faith in connexion with the collection of cheques is not of much practical significance. The more important question is what would constitute negligence. The Privy Council stated in *Commissioners of Taxation vs. English, Scottish and Australian Bank Ltd.* that the test of negligence within the meaning of this section is whether the transaction of paying in any given cheque was so out of the ordinary course that it ought to have aroused doubts in the banker's mind and caused him to make enquiry. As illustration of what would amount to negligence

in respect either of the paying or the collecting banker may be cited the following circumstances:

- (i) Omission to verify the correctness of indorsements on cheques payable to order ;
- (ii) Omission to verify the existence of authority in the case of per procura-tion signatures if there are any circumstances connected with the transaction which should put the bank on enquiry ;
- (iii) Collecting for a partner's private account cheques payable to the partnership firm ;
- (iv) Collecting for the private account of an official cheques made payable to his company or firm and indorsed by him on its behalf ;
- (v) Omission to obtain a reference from a new customer ;
- (vi) Collecting a cheque crossed ' account payee ' for other than the payee named ;
- (vii) Where the operations on an account are of an unusual nature.

*Account Payee Crossed Cheque.*—Words such as ' account payee ' or ' payee's account ' or ' account A.B.C. ' are often added to a crossing. They have no statutory significance. Yet they are in the nature of a direction to the collecting banker—who would be guilty of negligence if he were to override such direction, and would, as a result, lose protec-



tion of Section 131 of the Negotiable Instruments Act. Such a direction has, however, no significance for the paying banker, whose responsibility ceases with the paying of the cheque in good faith and without negligence. An 'account payee' crossed cheque must be collected for the credit of only the account of the payee named.

*Conversion and Money Had and Received.*—Conversion may be defined as the wrongful intermeddling with the goods of another for the purpose of taking them away from the party entitled to them, and may be constituted by taking, using or destroying the goods or exercising over them some control which is inconsistent with the owner's right. The term 'goods' includes a bill of exchange, promissory note or cheque. A person who is innocently in possession of the goods, and has throughout acted without negligence, is yet liable for conversion. The liability exists even in the case of a person who is merely acting as an agent for another, for conversion is a tort which renders the person committing it personally liable, as also the principal on whose behalf the agent was acting while committing the wrong. Thus a banker who has collected a negotiable instrument bearing a forged indorsement in behalf of his customer will be liable to the true owner for conversion, however innocently he may have acted, unless he can claim statutory protection, for example, in the case of crossed cheques.

In an action for conversion of a negotiable instrument, the true owner often adds an alternative count 'for money had and received' to his use. The claim for money had and received against a person who had no knowledge of the rights of the true owner is based on an implied promise, which the law imputes to the person dealing with the money of another, to repay that money to the true owner when demanded.

The following are the common instances in which a banker may render himself liable, in the absence of statutory protection, for conversion:

- (a) Paying a cheque bearing a forged indorsement.  
The paying banker is, however, protected under Section 85 of the Negotiable Instruments Act in the case of uncrossed cheques and under Sections 126 to 129 of the Act in case of crossed cheques if the payment has been made in due course.
- (b) Collecting a cheque, bill of exchange, or promissory note bearing a forged indorsement, or in respect of which the customer has no title or a defective title. This liability is absolute in so far as bills of exchange and promissory notes are concerned, but statutory protection has been given to the banker under Section 131 of the Negotiable Instruments Act in connexion with the collection of crossed cheques.
- (c) Taking for value a bill of exchange, cheque or promissory note bearing a forged indorsement, or a cheque crossed not negotiable, to which title is void or defective. There is no statutory protection in this case.
- (d) Delivering to a wrong person goods which have been entrusted to him for safe custody.



## XXIX

### ADVANCES AGAINST SECURITIES

By far the most important item of the assets of a commercial bank consists of loans and advances granted against securities. These securities may be classified under two broad heads, personal and collateral. This division corresponds to the distinction made by the Indian Companies Act between unsecured and secured loans. Under this Act, advances made by a registered company including a bank have to be shown separately in the balance sheet as secured and unsecured. This nomenclature has, however, had an undesirable effect, for advances which are made against the personal security of the borrower have to be shown as unsecured, which term conveys a feeling of unsoundness in the popular mind, and, as such, these advances are discouraged by bankers, although in effect they may be in no way inferior to what are known as secured advances. In Great Britain, for example, advances against the personal security of the borrower supported by a guarantee are common. They constitute, however, but a very small proportion of the advances made by Indian banks.

An unsecured advance is one for which the banker has to depend only upon the personal security of the borrower. The basis of such advance is the credit of the borrower-customer. In the event of the default of the borrower, the banker has only a personal right of action against the borrower.

A 'collateral security' has no strictly defined application. In general, a secured advance or one given against some

collateral security means an advance in which the bank has, in addition to his personal right of action against the borrower, the security of some form of a collateral. The term 'collateral' or 'collateral security' applies to share certificates, bearer bonds, title deeds, life policies, etc.

A guarantee, under which a third party, the guarantor or surety, makes himself responsible to the banker for the repayment of the debt of the borrower, may, in a broad sense, be regarded as a collateral inasmuch as it is in addition to the personal security already offered by the borrower, but it is recognized more appropriately to fall into the category of personal securities for the reason that it is not a tangible security.

#### ADVANCES AGAINST PERSONAL SECURITY

The term 'personal security' is applied to those classes of security which involve a right of action against only the individual or individuals giving the security. It is to be distinguished from securities which can be realized by sale or transfer. Apart from bills of exchange, the principal forms of personal security are promissory notes and guarantees.

#### ADVANCES AGAINST BORROWER'S PROMISSORY NOTES

The banker lends money against the personal undertaking of the borrower, and if the loan is unpaid, his remedy is to sue the borrower. Before, however, a banker agrees to lend against the borrower's I.O.U., he satisfies himself that the borrower will be able to return the money in a short period and that the loan will be used for genuine trade purposes. The basis of such credit is commonly referred to as the three C's or the character, capacity and capital of the borrower, and also as the three R's, the borrower's



reliability, responsibility and resources. In evaluating these attributes of a prospective borrower, the banker asks for the latest balance-sheets and profit and loss accounts of the borrower's business certified by an auditor over a period of years so as to find out his financial position and he also collects information from other sources about the borrower's financial standing and credit-worthiness. Unfortunately, there are no credit agencies in India like Seyds in Britain or Duns and Bradstreets in the U.S.A., which could have been of great benefit to financial institutions and other lenders in obtaining valuable information about their prospective borrowers. Indian bankers may obtain information about borrowers from other banks with which these borrowers may have had dealings, and from reports in the market. The main basis for assessing a borrower who has nothing but personal security to offer is the balance-sheet and profit and loss account of his business.

#### ADVANCES AGAINST GUARANTEE

A guarantee is a contract under which one person, called the guarantor, undertakes to be answerable for the payment of a debt or the performance of some act by another person, who must be legally bound to pay the debt or to perform the act concerned. A contract of guarantee presupposes a prior contract in existence, upon which the principal debtor is liable to the creditor. The guarantor becomes liable only in the event of the default of the principal debtor. Thus, a contract of guarantee is a secondary one.

*Guarantee and Indemnity.*—A contract of guarantee should be distinguished from a contract of indemnity. An indemnity may be valid though not in writing, but a guarantee must be in writing. The person who gives an



indemnity makes himself primarily responsible for the debt, but the person who gives a guarantee is liable on the failure of the debtor to pay the debt. In a contract of guarantee, there must be two contracts, a principal contract between the borrower and the lender and a secondary one between the lender and the guarantor or surety. In a contract of indemnity there is only one primary contract.

*Specific and Continuing Guarantees.*—A specific or non-continuing guarantee is one in which the guarantor undertakes to be answerable only in respect of a specific transaction or in respect of a fixed amount, for example, in the case of a particular advance granted to a debtor on a separate loan account. Such a guarantee cannot be revoked by the surety so long as the loan is not repaid, but once the loan is paid back, the agreement becomes void and cannot be enforced in respect of any future advances. A guarantee may also be given for a specified period. Such a guarantee may be determined at any time within the period on the guarantor's giving notice and repaying any money then due. The guarantee would in any case expire on the specified date, and the banker must take necessary steps to enforce his rights against the guarantor before the expiry of that date.

A continuing guarantee is one under which the guarantor is held liable for the fluctuating balance owing, on the debtor's account, at any time, during the continuance of the guarantee, subject to any limit which may be specified. A continuing guarantee is not affected by any repayments made, that is, by the *Rule in Clayton's* case, as the guarantor is liable for any ultimate balance due on the debtor's account. A continuing guarantee is usually subject to a month's notice for its termination. Where no provision for notice is made in the guarantee, it may be deter-



mined at any time. Upon receipt of notice, the banker must at once communicate it to the customer and stop the account so as to prevent the operation of the *Rule in Clayton's case*.

*The Form of a Banker's Guarantee.*—A banker's guarantee is in writing, and must at least contain the names of the parties, the signature of the surety and the essential terms of the contract. A banker's guarantee usually states the consideration, but it is not invalid merely by reason that the consideration is not stated therein. The consideration may be the granting of an advance to a customer against the guarantee, or of further time to a debtor. A banker's guarantee should usually be a continuing guarantee. It may further provide that the contract shall not be prejudiced if any other securities are taken from the debtor, nor by any arrangements made with the debtor regarding the exchange or release of securities, or for the giving of time in which to pay. If however, these provisions are not contained in the contract of guarantee, the happening of any of these events will alter the conditions under which the guarantee was given and the guarantor will be discharged from his liability.

A guarantee may be given by one person only, or by two or more persons. In the latter case, the guarantee is always stated to be a joint and several guarantee on the part of the guarantors.

*The Banker and the Guarantor.*—A banker should always explain to a new guarantor the nature of the contract into which he is entering and his liabilities, and also see that the surety signs of his free will and without any pressure from the debtor or the banker. Any enquiries made by a surety should be fairly and fully answered by the banker. A contract of guarantee is not one which comes within



the category of contracts described as *uberrimae fidei*, that is, those which require a full disclosure of material facts by all parties. So long as there is no concealment amounting to fraud, a banker need not disclose the actual state of the debtor's account or provide information concerning the debtor's affairs or business habits unconnected with the contract of guarantee. If, however, the guarantor should be labouring under a misapprehension in any matter, the banker should try to remove it.

*When the Guarantee is Determined.*—A guarantee is determined either (1) at the will of one or some of the parties, for example, (a) the repayment by the principal debtor ; (b) the repayment by the guarantor ; and (c) a demand for repayment by the banker ; or (2) by operation of the law, for example, on the death, insanity or bankruptcy of the surety or of the principal debtor, or on a change in the constitution of a firm if the guarantee is given by or in favour of a partnership, or on the amalgamation of a company if the guarantee is given by, in favour of, or to a joint-stock company.

#### ADVANCES AGAINST COLLATERAL SECURITIES

In its strict sense, the term 'collateral security' implies the offer of a security in addition to some other security for a debt. In practice the personal credit of the borrower is regarded as the primary security and any other tangible security offered is regarded as collateral.

Before a banker accepts any security as a collateral, he has to consider a number of points, the important among which are: (a) easy shiftability. The security should be readily saleable in the market ; (b) stable value. A security which is subject to wide fluctuation in value is not a desirable collateral ; (c) sufficient margin for loss. The banker



does not usually advance money up to the full value of the security. He usually maintains a margin to safeguard against any possible depreciation in the value of the security accepted as a collateral ; (d) simple and safe title. A customer's title to the security should not only be simple but also secure against loss by theft or fraud. This is necessary so that the banker's title to the security may be perfected, whenever necessary, without any difficulty ; (e) transfer of the title should be cheap and easy, so that the banker may obtain complete transfer of the title to himself or to his nominee without much trouble or expense ; (f) the absence of liability. A banker may hesitate to take a security which will involve him in liability to third parties, for example, shares on which calls may yet be made.

#### HOW SECURITY IS TAKEN

There are four main ways in which a banker may acquire an interest in the property of a debtor as collateral security, by lien, pledge, hypothecation and mortgage.

*Lien.*—A banker's lien has already been explained on page 288. Lien is an informal security, and differs from the other forms of charge in that it is not the subject of a formal or express contract. It is essentially an implied charge and arises by operation of the law out of the ordinary course of dealings between the banker and his customer.

*Pledge.*—When negotiable instruments and goods, or the symbol of goods, such as bills of lading or dock warrants, are delivered to a banker as security for a debt, the delivery is termed a pledge or a pawn. The delivery may be actual or constructive, as when the keys of a godown or the documents of title to goods are delivered. To constitute a pledge, there must be an express or implied contract between the borrower and the lender, but the property in the security

remains vested in the pledgor. The pledgee—in our case, the banker—has a right to retain the goods or securities until repayment of the debt, and in case of default, to realize them after reasonable notice to the debtor.

Generally speaking, a pledge is evidenced by a Memorandum of Deposit or a Memorandum of Charge, which provides particulars of the securities, of the purpose of the deposit and of the amount and limit of the advance. It also provides usually that the security shall be a continuing one.

*Hypothecation.*—Hypothecation resembles a pledge in many ways, but does not involve the actual passing of the control of the property into the possession of the creditor ; for example, a debt due by a third party may be hypothecated. It is also used to describe an arrangement by which the pledgor may hold the property hypothecated under a letter of trust or trust receipt, that is, the pledgor agrees to hold the goods hypothecated in trust for sale for the pledgee, —in our case, the banker—and to pay the proceeds into his account.

*Mortgage.*—A mortgage is a conveyance of an interest in property for the purpose of securing a debt, but the term is usually reserved for a conveyance of an interest in land or immovable property. A mortgage may be either legal or equitable. A legal mortgage is created by deed and gives the mortgagee the right of sale in case of default on the part of the mortgagor. An equitable mortgage is effected by the simple deposit of the deeds of property, but the mortgagee can obtain a power of sale only by application to court. The Memorandum of Charge taken to obtain an equitable mortgage of property, of which the deeds are deposited by a customer with the bank as security for advances, usually stipulates that the mortgagor will



execute a full legal mortgage in favour of the bank if asked to do so. The mortgaged property in either case usually remains in the possession of the mortgagor, who has the power to reclaim the full ownership of the property by properly discharging the mortgage.

*Stock Exchange Securities.*—The principal forms of collateral securities are Stock Exchange securities, goods and documents of title to goods, real estate, and life insurance policies. Of these, stock exchange securities are by far the most important. They satisfy the conditions which a banker considers necessary that a security taken as a collateral should possess. The banker will, of course, accept such securities as are quoted on the Stock Exchange, which have a ready market and which are not speculative in character like mining, oil and rubber shares.

Stock Exchange securities include stock and share certificates, debentures, bearer bonds and scrip certificates issued by companies and corporations, local authorities or home or foreign governments. They are generally divisible into two broad categories, (a) fully negotiable or convertible securities, and (b) non-negotiable or inconvertible securities.

*Fully Negotiable Securities.*—Fully negotiable Stock Exchange securities are bearer bonds, scrip and share warrants to bearer, East India bonds and bearer debentures. If these securities are taken in good faith and for value, the holder is entitled to retain them against the true owner, even though the true owner may be a beneficiary under a trust and the trustee has fraudulently transferred them to the holder. This is the essence of a fully negotiable security.

Fully negotiable securities constitute an ideal cover for an advance. They are stable in value and readily market-



able. Further, if the customer fails to repay the debt, the banker may obtain full legal title to the securities by virtue of his general lien, even though they may not be deposited with a Memorandum, and whether securities actually belong to the customer or not, provided the banker has no notice of any defect in the title of the customer.

Mere deposit of a fully negotiable security gives the banker a complete title, but it is the usual practice to take a Memorandum of Deposit showing the purpose of the deposit, stating that the security shall be a continuing one, and containing a clause empowering the banker to realize the security, in case this should be necessary. The only possible danger of taking a fully negotiable security is that it may be lost or stolen while in the possession of the banker.

*Non-Negotiable Securities.*—These securities may further be sub-divided into two groups: (a) inscribed stock ; (b) registered stocks and shares.

*Inscribed stocks* are so called because the holders of these stocks and the amount of their holdings are 'inscribed', that is, recorded, in the books of the particular bank or other agent through which all dealings in the stocks are transacted. No certificates are issued to the holders of inscribed stock. The transfer of an inscribed stock can be effected only if the owner personally attends or appoints an agent under power of attorney to attend on his behalf the stock transfer office of the registering bank or agent. Certain British Government stocks are inscribed in the books of the Bank of England. Attendance by the owner or by his duly empowered agent at the Bank is essential before the title can be transferred. The receipt or acknowledgement issued to the owner of this kind of stock is valueless as a security. It is necessary for the bank to have the stock transferred



to itself or to its nominee by an actual transfer in the books of the issuing bank or agent in accordance with the procedure detailed above.

*Registered stocks and shares* are those which are evidenced by certificates given under the seal of the issuing body, and a full legal title to property may be transferred by the delivery of the certificate accompanied by a transfer in writing or under seal.

Certificates of registered shares, being non-negotiable instruments, are more appropriately secured by mortgage than by pledge. Mortgage may either be equitable or legal.

Legal title is obtained by the execution of the transfer of the security to the bank or its nominee, the transfer being accomplished in accordance with the rules of the issuing company. These rules are generally laid down in the Articles of Association of the company and usually provide that the transfer shall be in writing (or sometimes under seal), executed by transferee and transferor, and that the transferee shall not become a holder of the security until his name has been entered in the company's register of shareholders. Although a certificate of membership is always issued to the transferee, its existence is not essential to constitute a person a shareholder. A legal transfer of title to the banker is, however, not without risk. For one thing, the banker renders himself liable as transferee for an indefinite period to indemnify the company against any loss it may incur if it should transpire that the transferee's signature to the instrument of transfer had been forged. For another, he retains a liability in respect of partly paid-up shares for any future calls that may be made.

*Equitable title* to stocks and shares may be obtained by

any of the following methods: (a) mere deposit of the certificates. This procedure is rarely adopted ; (b) deposit of certificates with a Memorandum of Deposit ; or (c) deposit of certificates with a Memorandum of Transfer and a duly executed blank transfer.

The Memorandum is taken to safeguard the position of the banker. It usually provides that the banker shall have an immediate power of sale of the security if the customers should make default in payment, that the security shall be a continuing one, and that the banker will be able to debit the customer for any expenses incurred, for example, for payments made on partly paid-up shares in respect of calls made upon them. A blank transfer is the usual form of transfer required by the issuing body, which is filled in except for the insertion of the name of the transferee, and is signed by the customer and witnessed, but is not stamped or dated.

Although from the point of security, the transfer of legal title is the safer procedure, yet in many cases, particularly where the advance is required for a short period, the banker will accept an equitable mortgage and not subject his customer to the trouble, expense and publicity involved in legal transfer. Advances to stock-brokers are always granted against equitable mortgage effected by deposit of securities together with a Memorandum and blank transfer forms.

The banker should take certain precautionary steps in case of equitable mortgage. He should, in the first place, send a notice to the company of his lien on the stocks or shares concerned. Secondly, he should not part with the security until the debt has been repaid. Lastly, he must observe the utmost good faith throughout the transaction.



ADVANCES AGAINST GOODS AND DOCUMENTS OF TITLE  
TO GOODS

Expert opinion on the desirability of granting advances by a banker against goods or documents of title to goods is conflicting. Sir John Paget opined that these are convenient securities for advances under proper safeguards. On the contrary, Mr Gilbert and Mr Hutchison expressed the opinion that no prudent banker should ordinarily make advances upon such securities. The modern view, which is borne out by actual experience, is that such securities are sound if adequate precautions are taken to safeguard the position of the lender.

The grant of advances against the security of goods calls for some amount of specialized knowledge on the part of the banker. Apart from the necessity of ensuring the validity of the documents and dealing with persons of known integrity, the banker has to consider carefully the quality, value and freedom from deterioration of the goods concerned. A banker should not usually accept as security goods which are easily perishable or liable to violent fluctuation in prices or likely to be affected by vagaries of demand or fashion. He must also protect himself against risk of fraud in respect particularly of the uniformity of the quality of the goods offered as security.

*Advances against goods or produce.*— When advances are made directly against the security of goods or produce, the goods are generally stored either in the bank's or in the borrower's godown. This is due to the lack of public warehouses in India. If warehouses in sufficient number existed, goods could be stored in them and could be offered as security by delivering to the banker the warehouse-keeper's warrant duly indorsed by the borrower. This would in

effect constitute an advance against the security of document of title to goods. In India, if goods are stored in the bank's godown, a rent has to be paid to the banker, and insurance is also effected at the borrower's cost.

*Advances against Documents of Title to Goods.*—In making advances against such documents, the banker should satisfy himself that they are complete and in order, and that they are properly stamped, whenever necessary. He should also take care to distinguish between documents which in themselves give title to specified goods, such as bills of lading and dock or warehouse-keeper's warrants, and documents which are mere receipts of acknowledgement of deposit of goods in named warehouses, such as warehouse-keepers' receipts.

The principal documents of title to goods are: (a) Bills of Lading ; (b) Dock and Warehouse Warrants ; (c) Delivery Orders.

*Bills of Lading.*—A bill of lading is a document signed by the master of a ship, acknowledging the receipt on board the ship of certain specified goods for carriage, and embodying an undertaking on behalf of the ship-owners to deliver the goods to the consignee or his order or assigns upon payment of the freight or any other charges stipulated for. A bill of lading is drawn in sets usually of three or four parts.

A bill of lading is not a negotiable instrument. If it is drawn to a named person only, it is known as a *straight bill of lading* and the goods specified must be delivered to the person named and to him only. If, however, it is drawn to order, the title to the goods may be transferred simply by delivery of the bill after proper indorsement by the shipper. But the transferee, even if he takes the instru-



ment for value and in good faith, cannot acquire or pass a better title to the bill than that of his immediate transferor.

The following precautions should be observed in connexion with the making of advances against the security of bills of lading: (a) they should be drawn to order or assigns, so that they may be transferred by indorsement and delivery; (b) they should be examined to ascertain whether they contain clauses necessitating payment of heavy charges or which may otherwise operate to the detriment of the lender; (c) while they are conclusive evidence of shipment of goods, they afford no evidence of either the quality or the value of the goods. The lender may therefore insist upon the production of an invoice; (d) they should be examined to find out whether they acknowledge that goods have been shipped in good order and condition, that is, whether they are clean bills or not. If shippers qualify their acknowledgement by stating that the goods in certain respects are defective, the bill is said to be 'clauscd', foul or dirty; (e) the goods evidenced in the bills of lading should be covered by a marine insurance policy; (f) all the different sets of bills of lading should be deposited with the banker.

*Dock and Warehouse Warrants.*—Dock and warehouse warrants are documents in a variety of forms issued by dock companies, warehouse-keepers, or wharfingers stating that goods as described therein are registered in their books, and are deliverable to persons named in the warrants or their assigns by indorsement. The transferee of such a warrant obtains a title which will be affected by any defect in the title of the transferor inasmuch as these warrants are not negotiable instruments. Although a warrant passes the title in the goods concerned, it does not operate as a transfer of possession. A banker



who takes such a document, should give notice of his claim to the holder of goods, so that a new warrant in his name may be issued. He will also have the goods insured against fire and theft at the borrower's cost.

*A warehouse-keeper's certificate or receipt* is issued by a warehouse-keeper stating that he holds certain goods described therein and awaits instructions from the person to whom the receipt or certificate is addressed in regard to their disposal. The certificate or receipt is not a document of title, but a mere acknowledgement, for the owner may obtain possession of the goods without its surrender by signing and forwarding to the warehouse-keeper, a delivery order. If a banker should advance any money against a warehouse-keeper's certificate or receipt, he should also obtain a delivery order from the borrower, so that he can obtain possession of the goods and have them stored in his own name.

*Delivery Order.*—This is a document addressed by the owner of goods to the owner of a dock or warehouse in which the goods are stored instructing him to deliver either all or some of the goods to a named person or to his assigns. Unless the holder of a delivery order at once obtains delivery of the goods, or obtains in its place a warrant or receipt from the warehouse-keeper, or gets his title registered in the warehouse-keeper's books, he runs the risk of a second delivery order being acted upon. When advancing money against delivery orders, a banker should take a letter of lien or hypothecation signed by the customer and instruct the warehouse-keeper to store the goods in the bank's name. In the event of the owner's bankruptcy before the goods are registered in the bank's name, the property will vest in the trustee in bankruptcy.

In India, delivery orders in respect of hessian or gunny



bags are a very popular form of security for making advances by banks.

*Letter of Hypothecation.*—A banker usually obtains a document of charge called a letter of hypothecation from his customer when granting him an advance against the security of a document of title to goods. The letter of hypothecation pledges the documents with the banker as security, authorizes him to deal with the goods in any way he considers necessary, to insure and store them at the customer's expense in his own name, to sell them if necessary and to apply the proceeds of sale towards repayment of any advance or payment made by him to the pledgor. If the sale proceeds should be insufficient to meet his dues, the banker will still have recourse to the customer under the letter of hypothecation for any balance due.

*Trust Receipts.*—When the banker parts with the goods or documents of title to goods before receiving the amount due from the customer, he obtains a trust receipt signed by the customer. The trust receipt embodies an agreement by the customer hypothecating the goods to the banker as security for the advance, and undertaking to hold them and any proceeds received in respect thereof as a trustee for the banker, so long as the entire amount due to the banker is not paid off. Should the customer fail to pay the sale proceeds to the banker, he would be liable for criminal breach of trust.

#### ADVANCES AGAINST LAND AND BUILDINGS

Advances against land and buildings are not popular with commercial banks, as they are not readily realizable securities. Further, various legal formalities that have to be observed are another handicap. If, again, there are any legal restrictions to the transfer of property, many complica-

tions arise for the banker. For all these reasons, and particularly because the security is not liquid, a commercial bank's advances against such securities are very small.

A banker avails himself of such securities by way of mortgage. In India, even equitable mortgage of property by the deposit of title deeds is recognized by law. An equitable mortgage is simple and less costly. Further, it avoids publicity which the borrower may dislike. But it has the disadvantage that the title of an equitable mortgagee may be defeated by that of a prior equitable or a subsequent legal mortgagee. If, however, the banker does not part with the title deeds and the customer is honest, the risk in practice will not be great.

#### ADVANCES AGAINST LIFE POLICIES

A life policy is sometimes accepted by the banker as a security for an advance, although it is not a popular security owing to the fact that it is not readily realizable. Provided, however, certain precautions are taken, it is a good security. The banker should satisfy himself that the life office concerned is a well-established and successful institution, that the policy contains no restrictive clauses, and that the amount advanced is within its surrender value. The surrender value of the policy may be obtained by a reference to the company concerned. The banker should also take into consideration that most life policies are rendered void if the assured commits suicide within twelve or thirteen months from the date of issue of the policy. He must also see that the policy does not lapse by non-payment of premiums. Further, as a contract of life insurance is one of *uberrimae fidei*, that is, of the utmost good faith, it may be rendered void if there has been any suppression of material facts by the assured concerning his



life. The Indian Insurance Act of 1938 provides, however, that a life policy should not be disputed after it has been in force for two years on the ground of any misrepresentation even in respect of a material fact, except where the misrepresentation is knowingly made by the assured to defraud the insurance company.

A life policy may be taken as security in two ways, (a) by mere deposit with a memorandum, in which case the banker obtains an equitable mortgage, and (b) by a deed of assignment to the bank, which gives it a legal mortgage. While the first method is simple and cheap, it does not give a full legal title to the banker, who may also be placed in difficulty if the assured should refuse to assign the policy to the banker, when the latter considers it necessary. It is desirable therefore that the banker should have the policy assigned to him by complying with the procedure laid down for registering an assignment with the insurance company. In the case of an equitable mortgage, the banker should send the requisite notice of charge to the insurance company concerned.

## SELECTED BIBLIOGRAPHY

### Part I

- DE KOCK, M. H: Central Banking: P. S. King & Son Ltd., London.
- EVITT, H. E: Practical Banking: Pitman, London.
- SAYERS, R. S: Modern Banking: Oxford University Press, London.
- STEINER, W. H: Money and Banking: Henry Holt & Co., New York.

### Part II

- MADDEN, J. T & NADLER, M: The International Money Markets: Prentice-Hall Inc., New York.
- WILLIS, H. P & BECKHART, B. H. *Editors*: Foreign Banking Systems: Henry Holt & Co., New York.

### Part III

- Functions and Working of the Reserve Bank of India* published by the Reserve Bank of India.
- GHOSE, B. C: A Study of the Indian Money Market: Oxford University Press.
- MURANJAN, S. K: Modern Banking in India: New Book Co., Bombay.
- Report of the Indian Central Banking Enquiry Committee, 1931.*
- Review of the Co-operative Movement in India* published by the Reserve Bank of India.

### Part IV

- SHELDON, H. P: The Practice & Law of Banking: Macdonald & Evans, London.
- TANNAN, M. L: Banking Law & Practice in India: Butterworth & Co. (India) Ltd.





## INDEX

### A

#### Accounts

- closing of customers': 291
- forms of customers': 295
- joint: 297
- of bankrupts: 298
- of married women: 297
- of minors: 296
- of non-trading companies: 302
- of partnerships: 299-300
- of trading companies: 300-302
- opening of customers': 295

Account Payee crossing: 317, 333

#### Advances

- against collaterals: 341-356
- against goods and documents of title to goods: 348-352
- against guarantee: 338-341
- against land & building: 352-353
- against life-policies: 353-354
- against personal security: 337-338
- against stock-exchange securities: 344-347
- forms of: 46-48
- securities for: 48-49

#### Agriculturist

- credit needs of: 241

#### Agricultural credit

- and Reserve Bank: 250, 256
- long-term: 254
- short-term: 242

### B

#### Banks

- power to create credit by: 6-9
- types of: 10-13
- types of, in India: 14-15

#### Banker

- and appropriation of payments: 285

- and closing of account: 291
- and garnishee order: 290
- and Limitation Act: 284
- definition of: 281
- his charges: 292
- his duty of secrecy: 289
- his obligation to pay cheques: 286
- his right of set-off: 286-288
- not mere trustee: 283

#### Banking

- main functions of: 16-18
- supplementary functions of: 18-22

- technique of: 34

#### Banking regulation

- in Germany: 181-185
- in India: 90-94

#### Banking services

- agency: 18-20
- general utility: 20-22

#### Bank assets: 37-46

- control of: 85

#### Bank of England: 111

- and money market: 130
- and note issue: 113-118

Banking Department of: 120-123

Issue Department of: 119

management of: 112

operations of: 112

weekly statement of: 118

#### Bank of France:

see under France

#### Bank Portfolio

sections of: 33-34

#### Bank rate: 71

effects of changes in: 75-78

#### Bank statement

- analysis of: 29
- definition of: 24
- main constituents of: 24-28

#### Bill-brokers: 129

Bills Discounted & Bought: 42



Bill of Exchange: 303  
 Bill of Exchange:  
   and promissory note: 303  
   essentials of: 304  
   forms of: 306  
   negotiation of: 305  
   title to: 307-309  
 Bill of Lading: 349-350  
 Branch Banking  
   and India: 51-52  
   compared with unit banking:  
     54-58

## C

Calcutta Clearing House  
   procedure of clearing of: 96  
 Capitalization  
   regulation for adequate: 83  
 Cash  
   factors governing: 37-39  
   meaning of: 37  
   ratio: 39-40  
   reserve, alteration of: 73  
   reserve, regulation re.: 84  
 Central Bank  
   and control of cash: 69-70  
   and control of credit: 70-74  
   and government: 60-62  
   and unorganized money market:  
     78-81  
   functions of: 62-66  
   object of: 59  
   special powers of: 59-60  
 Central banking: 12  
 Cheque  
   and bill of exchange: 312  
   dating of: 312  
   definition of: 310  
   effects of crossing: 316  
   essentials of: 310-311  
   form of drawing: 325  
   material alterations in: 313  
   overdue or stale: 313  
   reasons for non-payment of:  
     325  
 Clearing House  
   advantages of: 95  
 Collateral Security  
   banker's considerations re.:  
     341-342

  definition of: 341  
   procedure of taking: 342-344  
 Collecting Banker  
   and conversion: 334-335  
   and money had and received:  
     334  
   and negligence: 332  
   collecting on his own account:  
     330  
   responsibilities of: 330  
   statutory protection of: 330-  
     333

Commercial Banking: 11

Control of Credit

  in France: 166-169  
   in Germany: 185-187  
   in Great Britain: 70-78 ; 130  
   in India: 231-240  
   in U. S. A.: 143-148

Conversion: 334

Co-operative Societies

  central banks: 249  
   growth of: 246  
   primary societies: 248  
   provincial banks: 250

Credit information

  sources of: 35

Crossed Cheque

  and collecting banker: 331-333  
   and negotiability: 316  
   and paying banker: 328-329  
   account-payee: 317  
   forms of: 316  
   not negotiable: 317  
   types of: 315

Currency & Bank Notes Act  
   of 1928: 115  
   of 1939: 116-118

Customer

  definition of: 281-282

## D

Delivery Order: 351

Discount houses: 128

Dock Warrant: 350

## E

Equitable Mortgage: 346-347

Exchange Banks

  see under Indian Money Market.

## F

- Federal Reserve Banks: 136
  - and control of credit: 143
  - and methods of credit control: 144-148
- Federal Reserve System: 136
  - Board of Governors of: 137
- France
  - Bank of France: 151
    - and administration: 152-154
    - and credit control: 166-169
    - and foreign exchange: 155-156
    - and note issue: 154-155
  - Caisse des Depots et Consignations: 156
    - and long-term investments: 159
    - and money market: 158
    - its management: 157
  - Commercial banks: 162
  - Credit banks: 163
  - Investment banks: 164
  - Local & regional banks: 165
  - Private banks: 165
  - Treasury: 160
    - and Bank of France: 161-162

## G

- Garnishee Order: 290
- General Crossing: 315
- Germany
  - Bank Regulation
    - Law of 1934: 181-185
  - Commercial Banks: 178-181
  - Gold Discount Bank: 175-176
  - Reichsbank: 171
    - and credit control: 185-187
    - and note issue: 173-174
    - its management: 172
  - Reichs-Kredit-Gesellschaft: 177
  - State Banks: 176
- Great Britain
  - Acceptance Houses: 127-128
  - Anglo-Foreign Banks: 126
  - Bank of England
    - see under Bank of England
  - Colonial & Dominion Banks: 125

- Discount Market: 129-130
- Exchange Equalisation
  - Account: 131-133
- Foreign Banks: 126
- Joint-Stock Banks: 123-124
- Private Banks: 125
- Guarantee
  - advances against: 338
  - and indemnity: 338
  - determination of: 341
  - form of banker's: 340
  - specific & continuing: 339

## H

- Holder for value: 308
- Holder in due course: 308-309
- Hypothecation: 343
  - letter of: 352

## I

- Imperial Bank of India
  - see under Indian Money Market
- Inflationary gap
  - in India: 267
- Indian Money Market
  - Exchange Banks: 211
    - business of: 211
    - classification of: 213
    - investments of: 213-214
- Imperial Bank of India
  - Amendment Act of 1934: 207
  - and Reserve Bank: 235
  - not a true central bank: 203-204
  - upto 1934: 205-207
  - weekly statement of: 209
- Joint-Stock Banks: 215
  - assets of: 223-226
  - 'big-five': 221
  - concentration of resources of: 220
  - growth of: 217-219
  - liabilities of: 222-223
  - scheduled and non-scheduled: 219-220
- Reserve Bank of India: 191
  - and ability to control credit: 231-235
  - and agricultural



- finance: 250-253
- and bazaar market: 236
- and Imperial Bank: 235
- and indigenous banker: 228-9
- and methods of credit control: 237-240
- and statutory deposit: 196
- agreement with Imperial Bank: 196
- Agricultural Credit department: 195
- Banking Department of: 200-202
- central banking function of: 191-192
- Issue Department of: 198-199
- management of: 193-195
- organization of: 192
- weekly statement of: 197
- Indigenous banker: 226
- and Reserve Bank: 228-229
- Indorsement:
  - blank: 319
  - conditional: 320
  - definition of: 318
  - effect of: 318
  - general principles governing: 321-322
  - restrictive: 319
  - some specimens of: 323
  - special: 319
- Industrial Banking: 11
- International Financial Centre
  - Berlin as an: 187-188
  - London as an: 133-134
  - Paris as an: 169-170
  - New York as an: 149-150
- Investment Banking: 11
- Investment Policy
  - elements in: 30-32

## J

- Joint-Stock Banks
  - See under respective countries

## L

- Land-mortgage banking: 254
- Lien: 342
  - banker's: 288

- Limitation Act: 284
- Liquidity
  - meaning of: 31-32
- Liquidating institutions: 87
- Loans and Advances: 44
- Loans create deposits: 6

## M

- Media of payment: 3
- Metropolitan Clearing House
  - procedure of clearing of: 97
- Mixed banking: 11
  - regulation of: 84
- Money
  - and banking: 4
  - at call and short notice: 40
  - functions of: 3
- Money had and received: 334
- Moneylenders: 243
  - regulation of: 245
- Money market
  - composition of: 100-101
  - definition of: 99
  - nature of: 100
  - organization of: 104-106
  - requisites of: 102-103
  - services of: 106-107
- Moral suasion: 72
- Mortgage: 343

## N

- Not-negotiable crossing: 317
- Note-Issue
  - in France: 154-155
  - in Germany: 173-175
  - In Great Britain: 113-118
  - in India: 199
  - in U. S. A.: 139-141

## O

- Over-banking
  - restriction on: 86
- Open-market operations: 71-72

## P

- Pass Book: 292-294
- Paying Banker

chief risks of: 326-327  
 statutory protection  
   of: 327-330  
 Payment in due course: 328  
 Pioneer Clearing: 98  
 Pledge: 342  
 Promissory note: 303  
   and bill of exchange: 303  
 Publicity: 74

## R

Reserve Bank of India  
   see under Indian Money  
   market  
 Rule in Clayton's case: 285

## S

Savings banking: 13  
 Security  
   collateral: 49  
   personal: 48  
 Set-off  
   banker's right of: 286-288  
 Special crossing: 315  
 Stock-Exchange securities  
   fully negotiable: 344  
   inscribed stock: 345  
   non-negotiable: 345  
   registered stocks and  
   shares: 346  
 Supervising authority  
   types of: 88  
 Surplus  
   regulation re.: 83-84

## T

Trust Receipt: 352

## U

Unit-banking  
   compared with branch  
   banking: 54-58  
 Unorganized Money Market  
   and central banking  
   control: 78-81  
 U. S. A.  
   Accepting institutions: 142  
   Bill Dealers: 143  
   Commercial Banks: 141  
   Federal Reserve Banks  
   See under Federal Reserve  
   Banks  
   Federal Reserve  
   system: 137-138  
   Investment Banks: 142  
   Note-Issue: 139-141

## W

Walks Clearing: 98  
 War and  
   Banking Develop-  
   ment: 270-273  
   Central Government  
   Finances: 257-258  
   Exchange Control: 269-270  
   Long-term Money  
   Market: 277  
   Money and Prices: 259-269  
   Short-term Money  
   Market: 276  
   Sterling Balances: 273-276  
   Supply of currency and  
   coins: 258-259  
 Warehouse Keeper's  
   certificate: 351  
   warrant: 350